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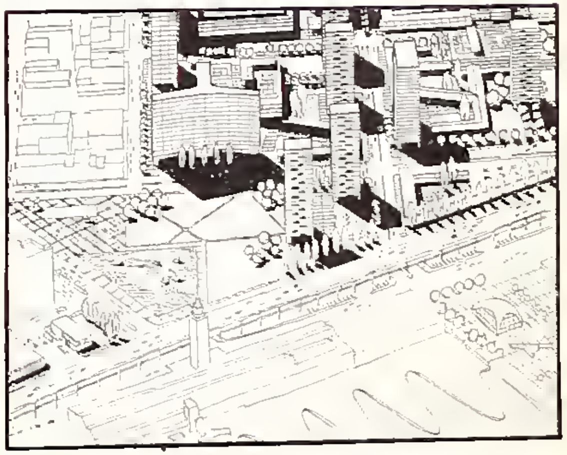
ELEMENTS
OF PLANNING

REBUILDING
OF AREA 'E'



REDEVELOPMENT

A REPORT TO THE SAN FRANCISCO CITY PLANNING COMMISSION

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a report to the city planning commission
LAWRENCE LACKEY . . . . ARCHITECT
george goddard peter macgowan

THE PURPOSE . . . . . of this report is to assist the City Planning Commission in formulating the scope, objectives and criteria for planning the redevelopment of the present Produce Market Area designated Redevelopment Area 'E' by action of the Board of Supervisors of the City and County of San Francisco.

These are some of the "yardsticks" by which it is possible to evaluate the implications of rebuilding on this large scale . . . what it means to the whole city, its economy, its culture and to its stature as the centrum of a great metropolitan Bay Area urban structure.

This is not a redevelopment plan . . . it is basic research into the elements of redevelopment design and, at this stage of the planning process, is directed primarily toward the practical and economic factors which are indispensable to ultimate success.

It will be a grievous error, however, to suppose that these factors, important as they are, can be more than the solid foundation for programming reconstruction. Greatness in cities is a quality of spirit — an immediately perceptible expression of the culture of its constructors and inhabitants. This project at the heart of the city challenges San Francisco to reaffirm its understanding of those values which engender greatness . . . .

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ARCHITECT
LAWRENCE LACKEY

Mr. Roger D. Lapham, Jr., President
San Francisco City Planning Commission
100 Larkin Street
San Francisco, California

Dear Mr. Lapham:

It is a privilege to present herein, in accordance with our Agreement dated February 23, 1956, a summary report of the basic research into the elements of planning the redevelopment of Area 'E'. The detailed supporting data has been delivered to the Director of Planning.

The action of the Planning Commission authorizing this research, and the concurrent market analysis, to define the potential for redevelopment of Area 'E', establishes an orderly, logical method for programming redevelopment. It is a procedure that will undoubtedly be adopted by other cities to deal with similar projects.

Many persons in the city have contributed most generously of their time, counsel and creative collaboration to the assembly and formulation of the information, conclusions and recommendations contained in this study. They appreciate the benefits to San Francisco that will result from this project. Their assistance has been invaluable and is sincerely appreciated.

The cooperation and assistance given by Director of Planning Paul Oppermann and the entire staff of the Department of City Planning is a major contribution to the substance of this report.

It has been a distinct privilege to serve the Planning Commission in the formulation of this program.

Very truly yours,

Lawrence Lackey

Lawrence Lackey

June 15, 1956

SUMMARY

+ San Francisco fifty years ago was a self-sufficient city . . . today it is the nerve center of an expanding metropolitan regional economy . . . . page 7

+ The continued growth of the Bay Area requires a comprehensive long range program for development of the central business district. Redevelopment of Area 'E' is only a part of this program. The primary objective of redevelopment is reconstruction to make more effective use of the limited land within the city . . page 9

+ Redevelopment is a collaborative operation . . . it means the assembly of land by the City through the power of eminent domain and reconstruction by private capital of new and more valuable facilities in accordance with a plan officially adopted by the City. The City's immediate interest, from the economic standpoint, is the potential increase in tax revenue versus the amortization of debt incident to sponsoring redevelopment; its long term interest is in increased values and revenues versus costs to provide City services. The response of the investor will be influenced by the tax rate and the assessed valuation on new construction.

The largest single source of City revenues is taxes on land and improvements. The use to which urban land is put determines its economic value. Proper balance of land uses is essential to a healthy city economy.

The types and intensities of use to which the land is put will determine the magnitude of redevelopment of Area 'E' . . page 10

+ The 'average' annual cost per net acre to provide all city services is $ 6 600 . . . revenues from taxes on land and improvements vary from $ 2 780 per net acre from single family residential land use to $ 148 000 per net acre from the intense land use in the Financial District . . . . pages 12 and 13

+ If Area 'E' were reconstructed to the same value per net acre as the Financial District it would be a $ 293 000 000 project . . . . page 14

+ Redevelopment of Area 'E' is a much more complex problem than most redevelopment projects heretofore undertaken in the United States. It requires realistic far-sighted answers to difficult problems of land re-sale value, zoning and similar questions.

It is recommended that the magnitude of the project be based upon the estimated demand for new facilities over a five year period. Too long a time to complete redevelopment is undesirable.

Preliminary estimates indicate a cost of $ 25 000 000 for land acquisition and clearing.

Better standards of open space and amenities are fundamental to creation of the values that will make redevelopment successful . . . . page 16

+ Redevelopment design requires the concentrated collaborative effort of all segments of the professional, business and governmental community.

Good design is of first importance ... the 'character' of San Francisco must not be lost ... designers must comprehend the whole dimension of the city . . . . page 17

- The revised Building Code and proposed new Zoning Ordinance allow ample freedom for good design and better answers to the challenge of rebuilding the central city . . . . page 17

- Zoning for redevelopment must be a consequence of comprehensive development planning . . . . page 19

- Evaluation of the potential magnitude of development indicates that a program for Area 'E' related to the estimated demand during the next five years will create an estimated annual net increase in taxes from land and improvements of $ 1 532 000. This gain would amortize the debt resulting from write-down of land acquisition costs in ten years assuming no Federal government participation. Federal government participation in the residential portion of the development can be assured by compliance with the provisions of the Federal Housing Act of 1954 ... pages 28, 32, 33

- It is probable that many of the general businesses now operating in the area can be integrated into the redevelopment plans.

Comprehensive knowledge of the redevelopment potential is essential to establishing reasonable land resale prices. Resale value of the land will be determined largely by the financial feasibility of the proposed buildings . . . . page 33

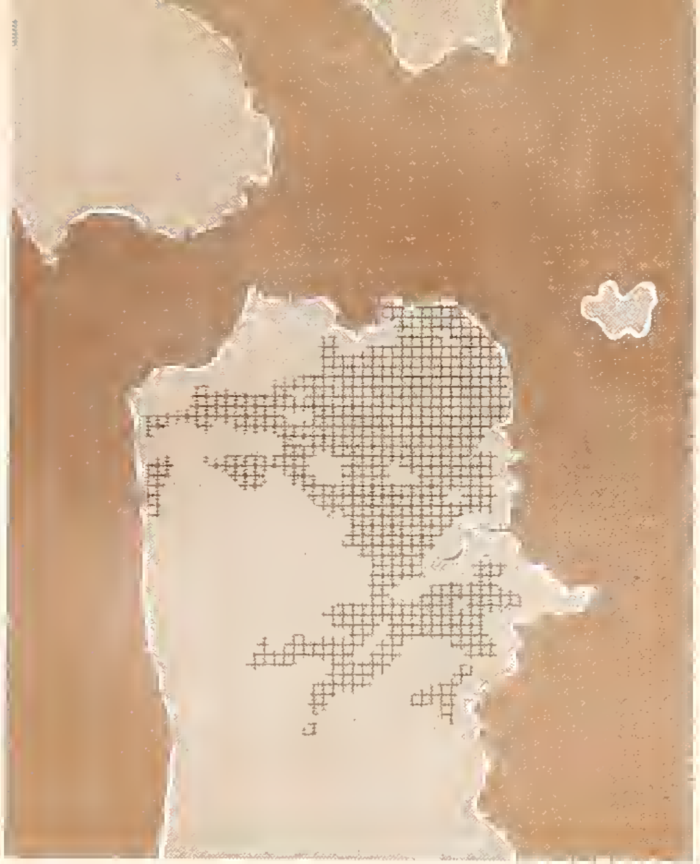
- Preparation by the City of a comprehensive development plan supported by thorough economic analysis is a prerequisite to setting realistic standards and criteria for detailed planning by the developers. It is a necessity to formulation of a feasible Preliminary Plan as required by the California Community Redevelopment law.

Funds to enable the preparation of the development plan have been made available to the City by a group of civic leaders. This work is in progress and is expected to be completed by November of this year . . . . page 34

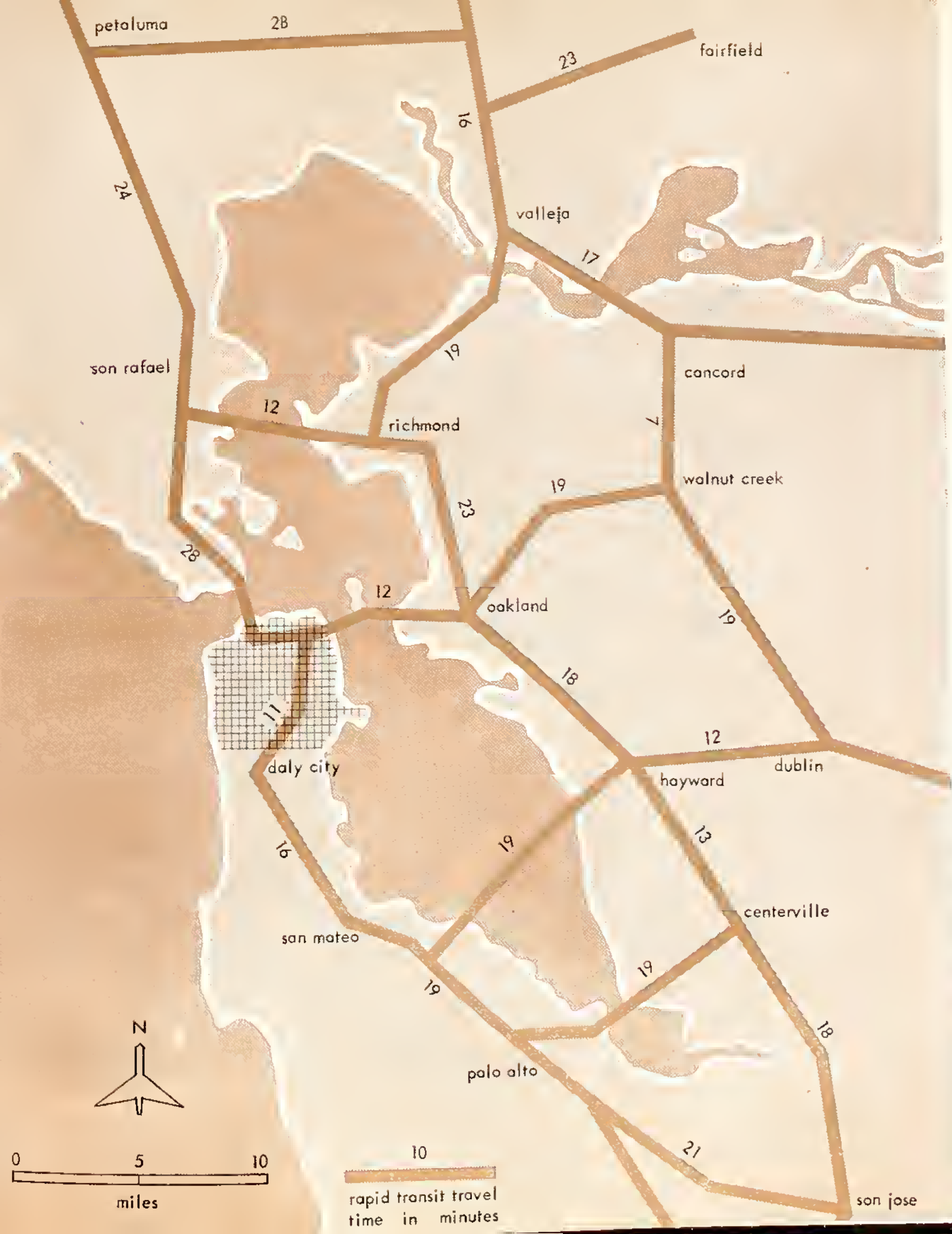
- Evaluation of certain typical building types indicates that such buildings are feasible for this project if land re-sale prices are equitably related to potential rentals, financing and construction costs . . . . pages 37 to 43

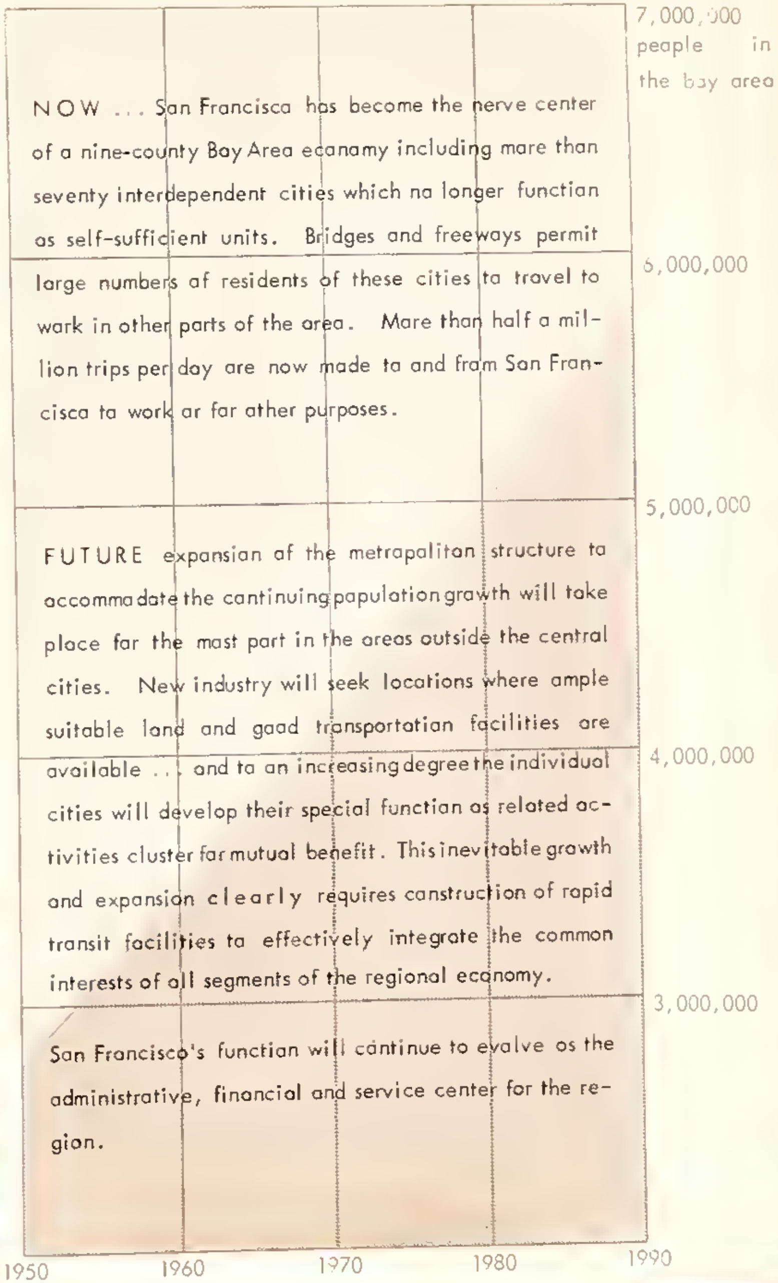
- Analysis of the foundation conditions in the area indicates that the extra costs for pile foundations required by multistory buildings are reasonable. The filled land does not preclude the construction of high-rise buildings . . . . page 37

- The existing main utility installations in the area are, for the most part, adequate to serve a development of the magnitude illustrated by Example 1 . . . . pages 44 to 47



FIFTY YEARS AGO . . . . San Francisco's economy was largely self-sufficient and independent of the other cities in the Bay Area . . . it was the third ranking commercial center of the United States . . . gateway to the Orient . . . a skyscrapered metropolis of the Pacific shore. Its population exceeded the total of all other Bay Area communities and was growing at a moderate rate . . . communication with the East Bay and Marin County was by ferryboat and to the Peninsula by steam train . . . a small number of persons commuted to work even then . . . but for the most part people lived and worked in the city . . . .

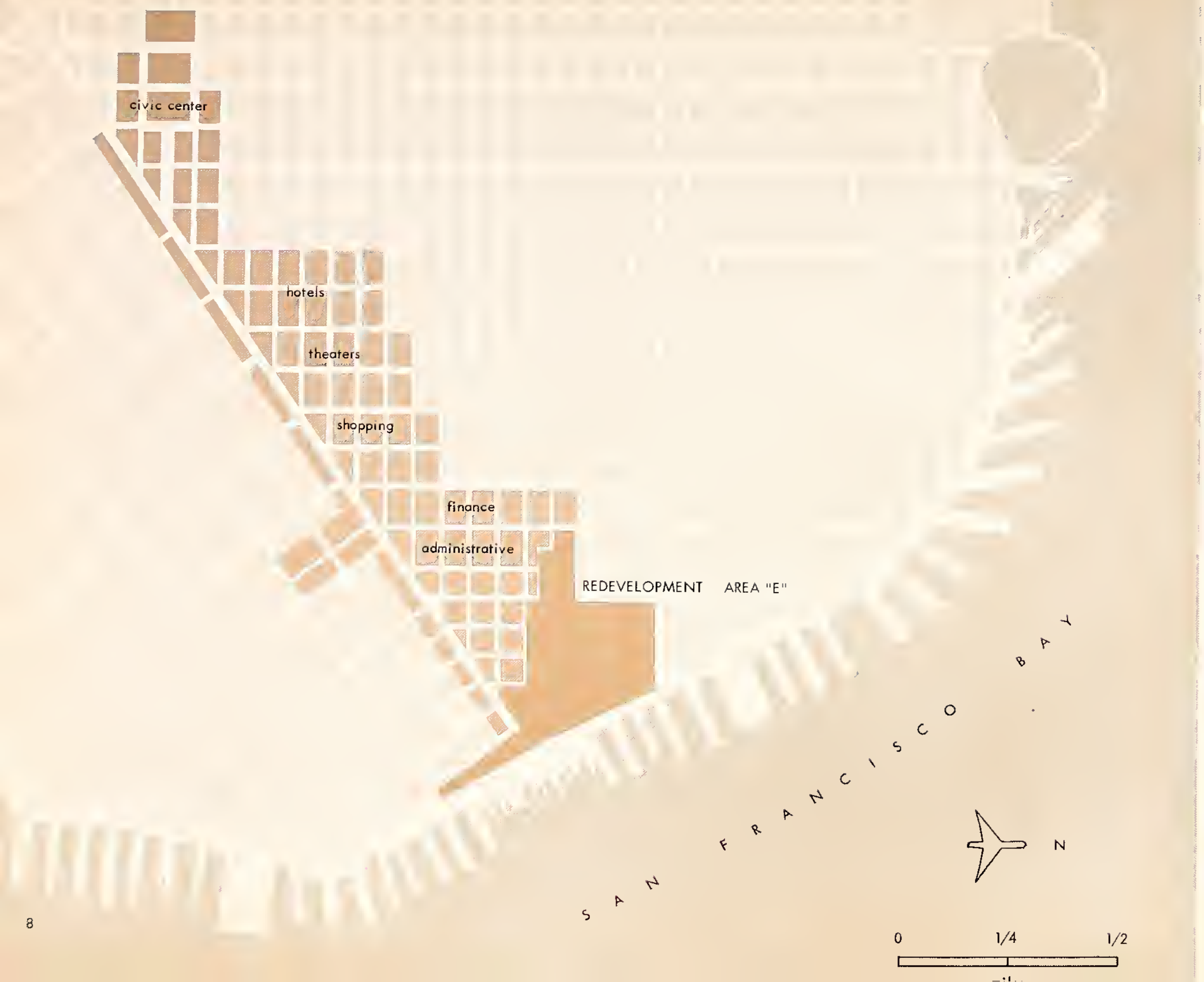




NOW ... San Francisco has become the nerve center of a nine-county Bay Area economy including more than seventy interdependent cities which no longer function as self-sufficient units. Bridges and freeways permit large numbers of residents of these cities to travel to work in other parts of the area. More than half a million trips per day are now made to and from San Francisco to work or for other purposes.

FUTURE expansion of the metropolitan structure to accommodate the continuing population growth will take place for the most part in the areas outside the central cities. New industry will seek locations where ample suitable land and good transportation facilities are available ... and to an increasing degree the individual cities will develop their special function as related activities cluster for mutual benefit. This inevitable growth and expansion clearly requires construction of rapid transit facilities to effectively integrate the common interests of all segments of the regional economy.

San Francisco's function will continue to evolve as the administrative, financial and service center for the region.


civic center
hotels
theaters
shopping
finance
administrative
REDEVELOPMENT AREA "E"
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San Francisco is one of the few cities in the United States in which the central area is a closely-knit, stimulating, flavorful center of civic, cultural, entertainment and shopping facilities as well as the center of the financial and administrative functions. It is a priceless asset . . . but it is vulnerable . . . it is under attack by the same forces of congestion and circulation strangulation that have seriously damaged the effectiveness of the downtown areas of many major cities.

It is estimated that by 1970 there will be more than four million people in the Bay Area. If San Francisco's central business district is to be of full service to the region it should determine how many million square feet of commercial space will be required, how many shoppers per day will want to shop here, how to get them here easily and comfortably whether by auto or rapid transit and, if by auto, how to park their cars at low rates at locations within two or three minutes walking time from the shopping district. This requires a comprehensive long range program for development of the central area. Redevelopment of Area 'E' is an integral part of this larger program.

San Francisco's potential for growth is in reconstruction to make more effective use of the limited land area within the city. This is the primary objective sought by redevelopment of this area adjacent to the commercial core of the city. New construction should supplement the established centers of activity rather than create competing centers.

Redevelopment of Area 'E' should point the way toward re-establishing the central city as a desirable place to live for those who wish to be near the centers of cultural, entertainment, shopping and business activity.

URBAN ECONOMICS are of vital importance to redevelopment because both the City and the private investor want to know what the costs will be and whether the yield that can be expected will justify the risks of the undertaking.

Redevelopment is a collaborative operation ... it means assembly of land by the City through the power of eminent domain and reconstruction by private capital of new and more valuable facilities in accordance with a plan officially adopted by the City. The ultimate success of this process will require concentrated effort and mutual appreciation of objectives by both government and private enterprise from conception to completion. Total yield must not be computed solely in terms of dollars ... all parties will profit from the indirect benefits of better environment and function in the city structure.

The primary economic fact of immediate interest to the City is the potential increase in tax revenue from new construction that will reimburse the City for sponsoring redevelopment. In the long view it is the relation between appreciation in property values and tax revenues on one hand and the costs to provide services on the other that will spell out the net economic gain.

The response of the private investor to redevelopment will be influenced by:

> the tax rate and the assessed valuation on new construction ... because taxes on land and improvements are a major portion of the operating expense on income properties.

The graph on the opposite page relates City revenues to the costs to provide all City services.

The largest single source of City revenue is taxes on land and improvements; this source provided forty-five percent of total revenues in fiscal year 1954-1955. The significance of this fact to the long term economic health of the City and to investor interest in redevelopment points to the necessity for judicious attention to the tax rate and assessment policy in order to assure equitable distribution of the tax load and permit reasonable return from investment in land and buildings. It also requires careful attention to maintaining proper balance between those land uses which return tax revenue less than costs to provide services and land uses which return an excess of revenue over costs.

The illustrative examples on the following pages demonstrate that the use to which urban land is put determines its economic value and its corresponding potential as a source of tax revenue. These "yardsticks" are related to values of land and improvements as these are basic factors that can be estimated during the redevelopment planning process.

Two factors will directly influence the magnitude of the development in Area 'E':

- the types of land use, and the relative proportion of each, that are finally determined most suitable for the area and the over-all requirements of the City
- the intensity of use to which the land is put

1954 - 1955 GENERAL CITY REVENUES

State and Federal Grants-in-Aid

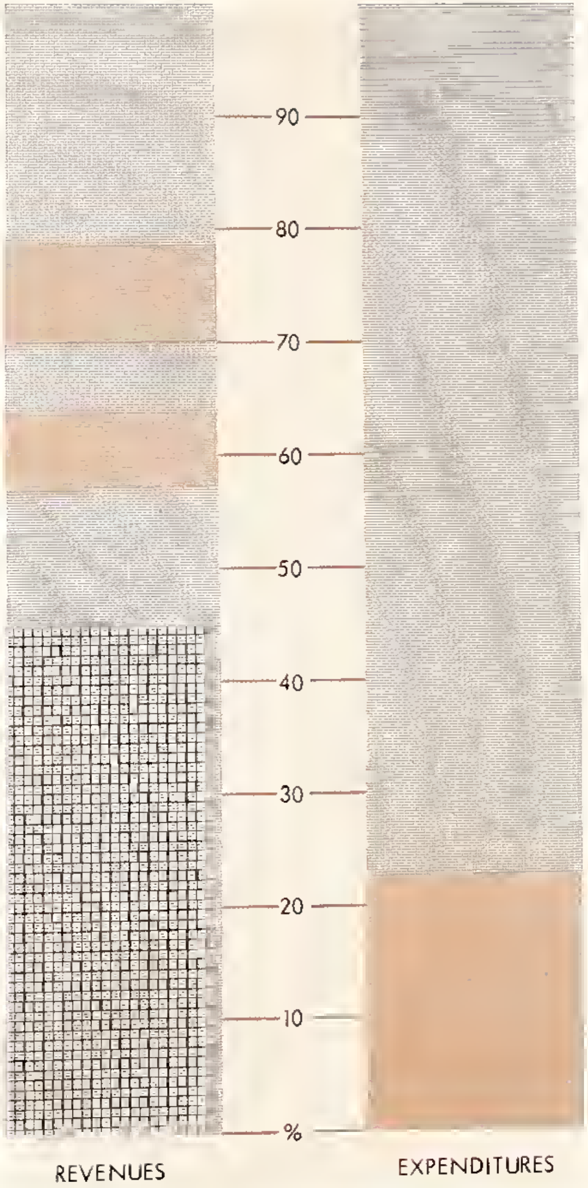
Revenues from the State of California

City Revenues : Departmental and Other

Retail Purchase Tax, Use Tax, Licenses

Other Property Taxes and Penalties

TAXES ON LAND AND IMPROVEMENTS



GENERAL CITY EXPENDITURES 1954 - 1955

Departmental Expenditures

5.7	bond interest and redemption
9.4	pensions, compensation insurance
1.3	san francisco airport
2.2	municipal railway
0.1	street lighting
3.6	capitol additions from revenue
0.5	miscelloneous

15.1	public safety
6.8	general government
2.2	highways and streets
2.3	sewers ond waste removol
7.3	hospitals and heolth
15.4	public welfare
1.4	correction
4.6	parks, recreation, libraries, museums
22.1	schools

Total Other Expenditures

To give perspective to the urban economics of redevelopment, a unit of measurement "dollars per net acre" is here used to relate intensity of land use to:

- assessed valuation of land and improvements
- tax revenue from land and improvements
- costs to provide city services

(The term "net acre" is used in this analysis to measure net land area remaining after deduction of the total area used by dedicated public highways, streets and ways. In a typical block the "net acreage" is that area bounded by the right-of-way lines of the surrounding streets.)

Sample areas consisting of several blocks each in the Sunset, Mission, Pacific Heights-Nob Hill, South of Market Street, the Financial District and Area 'E' were evaluated to illustrate that each type of land use has an economic potential proportional to the intensity of use.

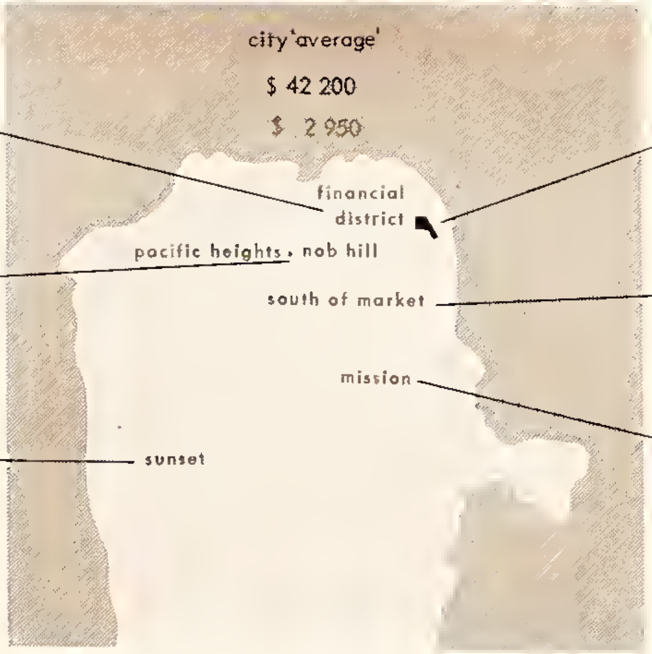
As the function of the city changes to respond to the developing regional economy certain land uses will give way to new functions. A real property inventory at regular intervals would enable the city to chart these trends and move to maintain a sound balance of land uses.

REVENUE PER NET ACRE FROM TAXES ON LAND & IMPROVEMENTS

(figures in brown)

ASSESSED VALUATIONS PER NET ACRE ON LAND & IMPROVEMENTS

(figures in black)



financial district
$ 2 160 000
$ 148 000

multistory apartments
$ 250 000
$ 18 000

single family residential
$ 40 600
$ 2 780

REDEVELOPMENT AREA 'E'
$ 180 400
$ 12 600

light industrial - wholesale
$ 112 000
$ 7 650

residential multifamily
$ 48 200
$ 3 300

total revenue from taxes on land & improvements $ 65 133 876

total assessed value of land & improvements $ 949 393 821

Sixty percent of total city expenditures to provide services go to support of public safety, public welfare, schools, hospitals and health; the remaining forty percent is allocated to all other city services. The total cost amounts to an 'average' of $ 6 600 per net acre per year for the whole city. This figure is used in this analysis because extensive research would be necessary in order to allocate to each section of the city, and the corresponding land uses, its proportion of total expenditures.

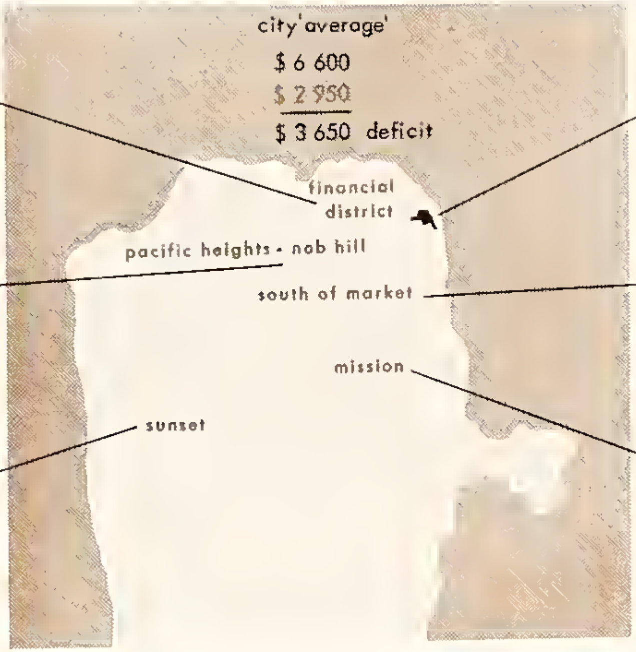
The comparative figures shown below are not intended to measure the relative intrinsic merit of one land use versus another . . . all are necessary to the city. However, they do indicate that construction in Area 'E' of office buildings, or multi-story apartments or light industry or whatever, will contribute to the city tax base in proportion to that particular land use. The figures further emphasize that redevelopment must be related to the economic base of the city as a whole.

REVENUE PER NET ACRE FROM TAXES ON LAND & IMPROVEMENTS
(figures in brown)

financial district
$ 148 000
$ 6 600
surplus $ 141 400

multistory apartments
$ 18 000
$ 6 600
surplus $ 11 400

single family residential
$ 6 600
$ 2 780
deficit $ 3 820



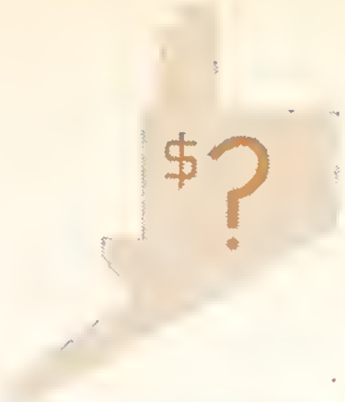
AVERAGE CITY EXPENDITURE PER NET ACRE FOR SERVICES
(figures in black)

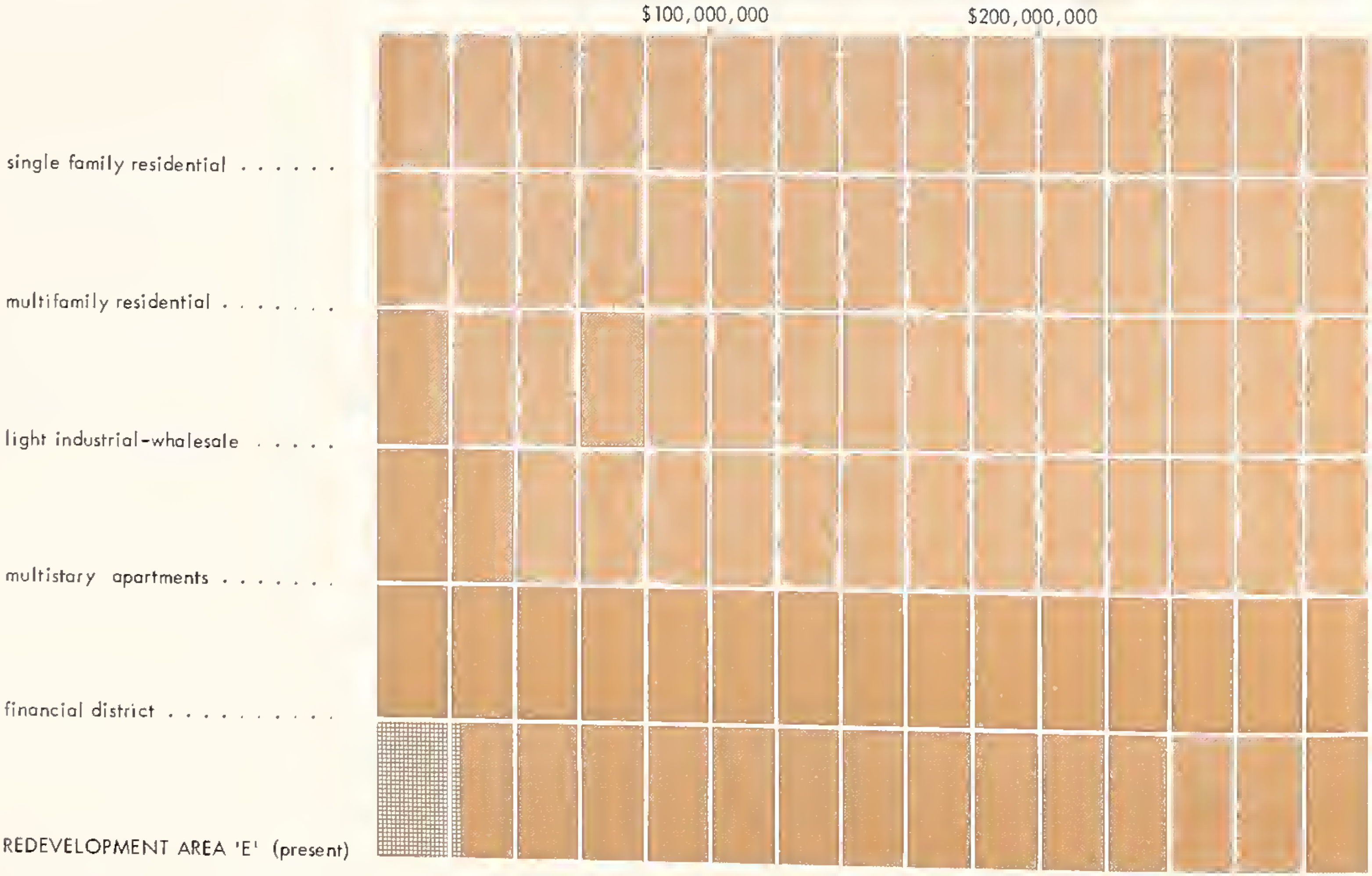
REDEVELOPMENT AREA 'E'
$ 12 600
$ 6 600
$ 6 000 surplus

light industrial - wholesale
$ 7 650
$ 6 000
$ 1 050 surplus

multifamily residential
$ 6 600
$ 3 300
$ 3 300 deficit

To visualize the development potential of Area 'E', the graph below shows what the total market value would be if the whole area were rebuilt in any one of the illustrative land uses shown on page 12. (Based upon the corresponding assessed valuation per net acre and the 'average' assessment ratio on recent new construction.)





FACTORS PERTINENT TO REDEVELOPMENT

- One of the principal deterrents to construction of new office buildings in the central district of the City has been the difficulty in assembling a sufficient number of contiguous properties to form a parcel large enough to meet the space requirements of modern facilities. The growing importance of San Francisco as the regional administrative and financial center indicates that redevelopment of Area 'E' should provide ample space for new office building construction. The remainder of the Area should be used for other facilities which will support the activities of the central business district. Use of the land for these purposes will result in a substantial addition to the present tax base and considerable net gain in tax revenues from land and improvements.

- Assembly of the land to form larger parcels for private use, together with the creation of parks and open spaces, will generate an increase in land values from which the City will profit. The net tax gain from a judiciously planned project will reimburse the City for sponsoring redevelopment without cost to the taxpayer.

- The proximity of Area 'E' to the commercial core of the city justifies intense use of the land. It is important to design the project to achieve this intense land use without sacrificing the necessary qualities of good environment. Overbuilding, too great coverage of the land, lack of generous open space and other amenities will jeopardize the objectives sought by redevelopment.

- The magnitude of the total project should be related to the estimated demand for new space over a five-year period. Too long a time to complete redevelopment will prejudice the success of the program.

- To achieve its objectives the City must carefully evaluate the potential of the desired land uses to arrive at equitable terms for negotiation with developers. There must be a reasonable profit for the private developer if redevelopment is to be successful.

- Of utmost importance to the long-term economic as well as general success of redevelopment is the quality of the buildings constructed. Mediocre design, inflexibility in interior layout, cheap finish materials and mechanical equipment accelerate obsolescence and depreciation and increase operating and maintenance expense. Such buildings will not attract discerning tenants or investors and will ultimately downgrade the area.

REDEVELOPMENT DESIGN OF AREA 'E' is a more complex problem than the projects planned thus far for San Francisco. In general, this applies to most of the redevelopment projects undertaken to date in the United States; they have been largely single use areas. Even the downtown projects in other cities have been almost wholly commercial uses in the midst of existing commercial areas.

Reconstruction of this area will probably include several diverse land uses, in some cases immediately adjacent to each other, within and at the periphery of the area. Complex problems of re-use value, zoning, disposition policy and related questions require formulation of basic decisions before developers can prepare definitive plans and proposals for construction. A comprehensive development plan is required in order to arrive at these decisions.

The factors which must be considered and resolved during the preparation of development plans are too numerous to list here. Some of the major points are summarized below and on the following pages.

This project should not be programmed solely in terms of its own economic success. The quantity of new office, apartment and other space to be constructed should be related to the existing supply, to avoid demoralizing the present market, and will in any case be measured by the amount of new space that the market can absorb. These factors influence the size of the whole project thus:

* if the magnitude of the whole program is too large, it will mean construction in several stages over a considerable number of years

* if the magnitude is related to the estimated demand during the next five years the whole can proceed as a single project

The initial project must be of sufficient size to exert a dominating influence over the immediate surroundings. Too small a project will be prejudiced by the remaining incompatible character of the existing area.

Preliminary estimates indicate a cost of $ 25 000 000 for land acquisition and clearing. Acquisition policy and timing, scheduling of demolition of existing buildings and interim occupancy and use of the facilities will require detailed study and programming.

Redevelopment must achieve better standards of open space between buildings, conscious site relation of high-rise buildings to preserve views of the Bay and city, and amenities such as stimulating landscape design, pools, sculpture, and good design of street furniture; all utilities should be underground, public transit should be trackless and wireless, design and location of signs and outdoor advertising should be regulated. These things are not "trimmings" ... they are required to create the values that will make redevelopment successful.

REDEVELOPMENT DESIGN OF AREA 'E' will involve much more than planning for land use and buildings . . . it will require the collaborative effort of planners, architects, engineers, real estate economists, financiers, lawyers and representatives of government . . . and the counsel of civic and business groups.

Good design is of first importance . . . it cannot be ensured by rules, standards, criteria or legislation . . . it will come only from good designers . . . who comprehend the whole dimension of the city . . . it is imperative that the "character" that is San Francisco shall not be lost.

The City should carefully evaluate proposals from developers to prepare definitive plans for the project to ensure that they demonstrate a clear understanding of redevelopment objectives backed by technical capabilities that will result in good design.

Land coverage limitations within the area should be flexible and related to use. All factors considered, an aggregate coverage of forty percent for the total project appears to be the desirable maximum to permit good design and ensure economic values. Population density can be high if proper open space is preserved . . . a substantial portion of high-rise buildings complemented by low structures will meet this objective.

Redesign of the area should recover a substantial portion of the fifty percent of gross area now used for streets. The resulting increase in net usable area will correspondingly reduce the unit cost of acquiring and clearing the land.

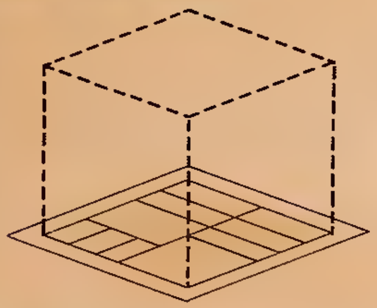
Relocation of existing main trunk utility services will be costly; many of the major sewer mains are supported by pile foundations. Judicious location of new structures will permit use of existing utility easements to minimize relocation costs.

Redevelopment will completely change the character of the area and its traffic circulation requirements. Through traffic should be confined to a few major streets related to the over-all circulation pattern of the surrounding area. Off-street parking and loading are mandatory and, depending upon the predominant land use of the area, separate levels of circulation for pedestrian and vehicular traffic should be considered.

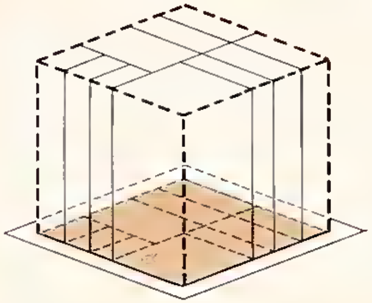
The revised Building Code permits use of new methods and materials on the basis of demonstrated performance; it is comparable to modern codes in other major cities.

The proposed new Zoning Ordinance includes special provisions for "planned unit developments" which allow review of the whole project plan for over-all compliance with the objective of zoning. This classification applies to redevelopment areas and permits great latitude in design.

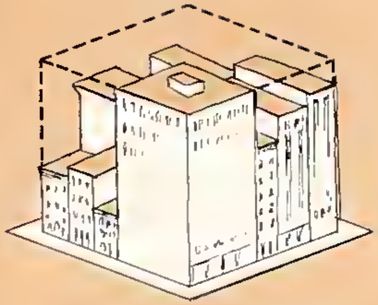
allowable building envelope



100% lot coverage



the usual pattern

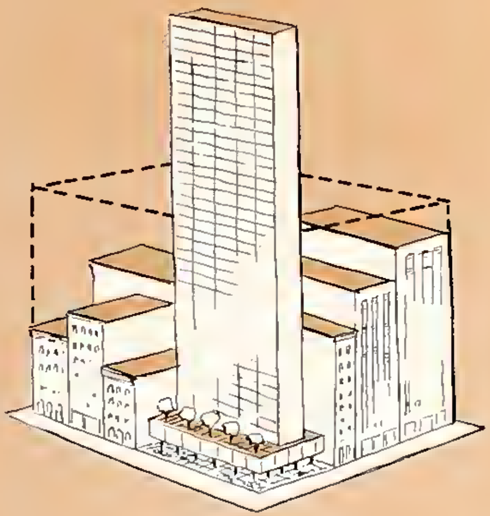


ZONING has evolved primarily to deal with conditions arising from the division of urban land into small parcels; it is designed to create equitable privilege of land use by adjacent owners and reasonable conditions for human occupancy.

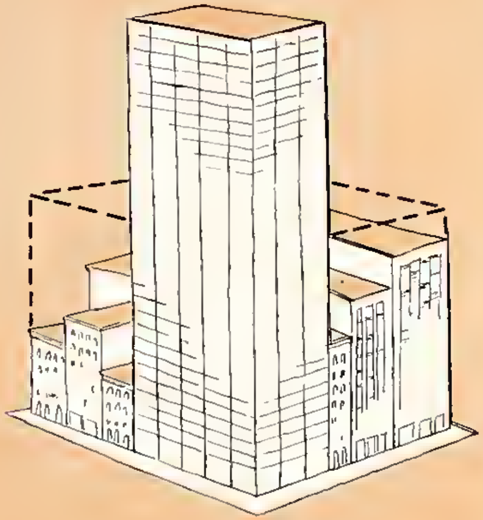
In the central city, zoning classifications have in general been set according to established patterns of land use.

Zoning is essentially a method of preserving existing sound elements of the city and controlling the spread of unsound elements.

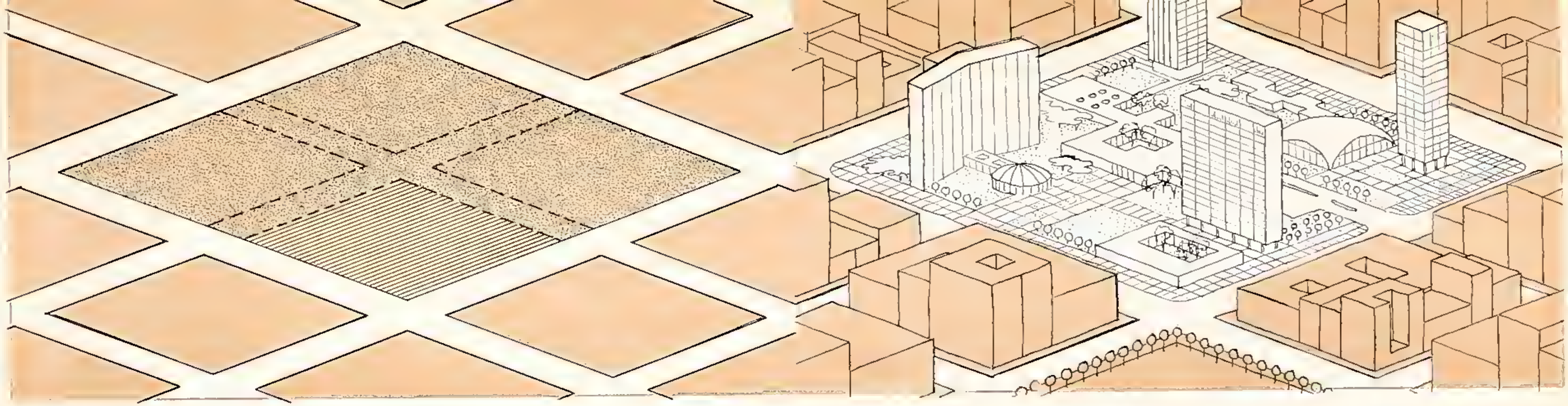
Zoning is permissive and flexible ... it encourages good design but cannot in itself ensure this result.



if the building coverage is reduced the height may be increased



air rights of adjacent properties may be purchased to allow increased lot coverage and building height



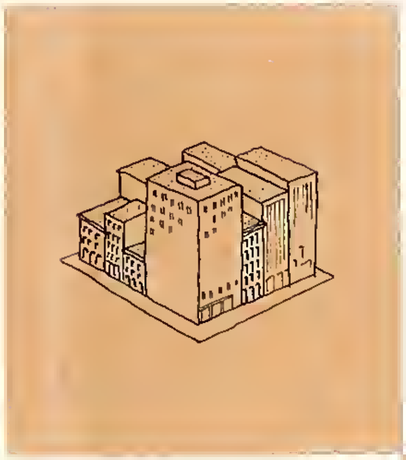
The essence of redevelopment is the assembly of many small parcels of land into larger, more usable units to achieve equal or greater values per unit of land area plus greater freedom in land use . . . it establishes new urban dimensions.

Zoning for redevelopment should be established after a general redevelopment plan is prepared and approved by the City for the following reasons:

the potential for redevelopment should be thoroughly evaluated prior to setting limitations

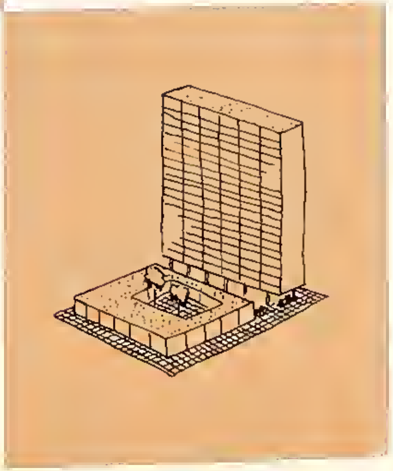
redevelopment of Area 'E' will probably include several areas of diverse land use; the realtive size of the areas and their disposition with respect to the whole can logically be determined only as a result of preparing the development plan

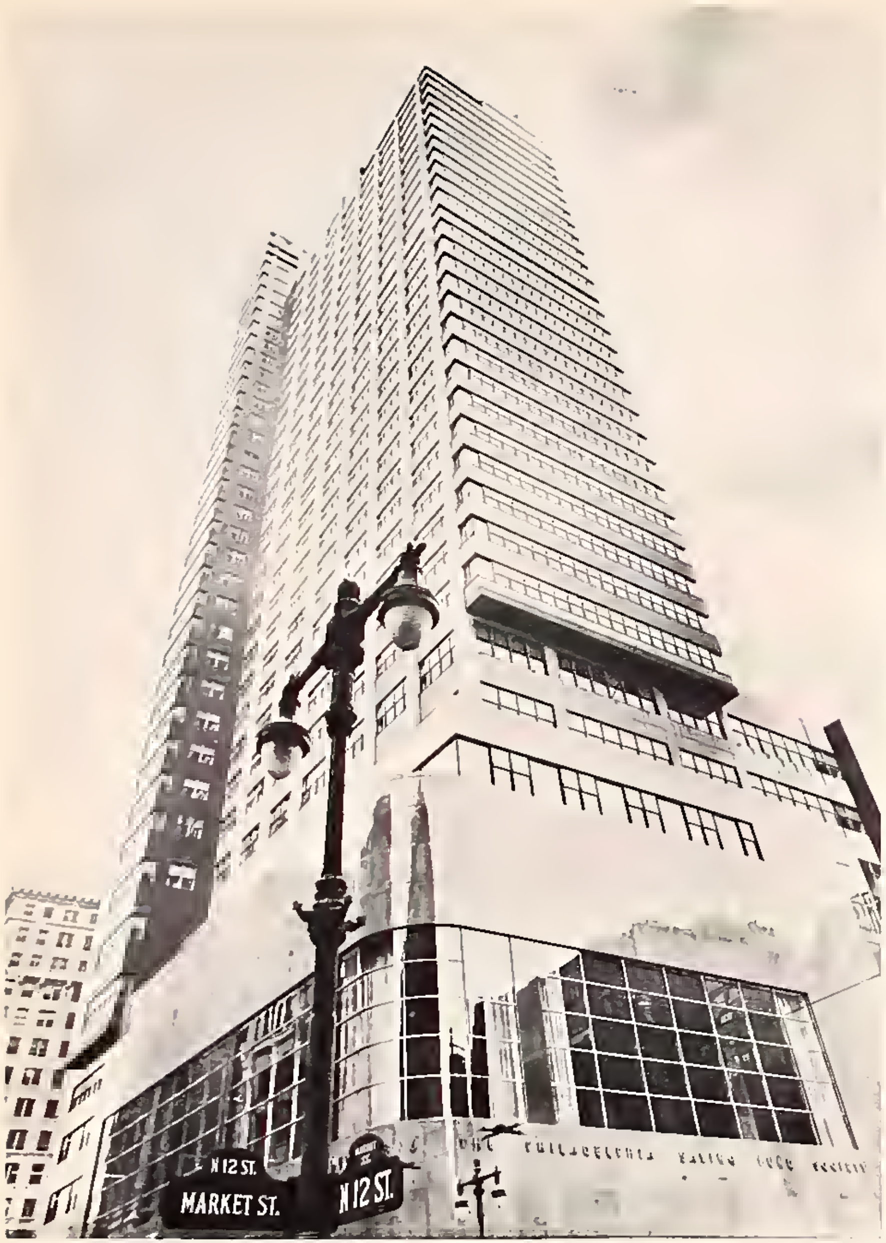
zoning classification will directly affect the design and economic potential of both land and buildings.



equal economic value

equal amenities?

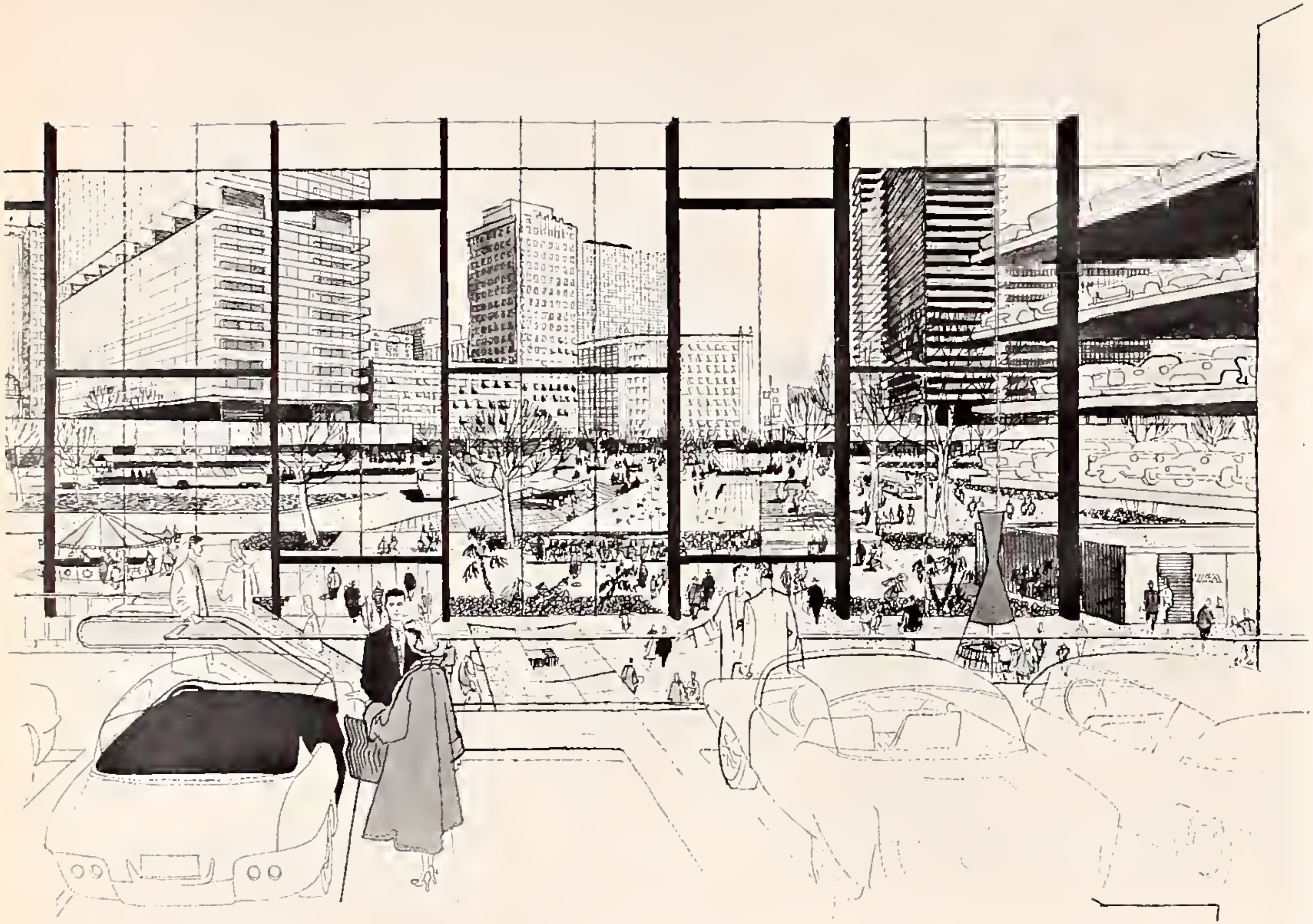




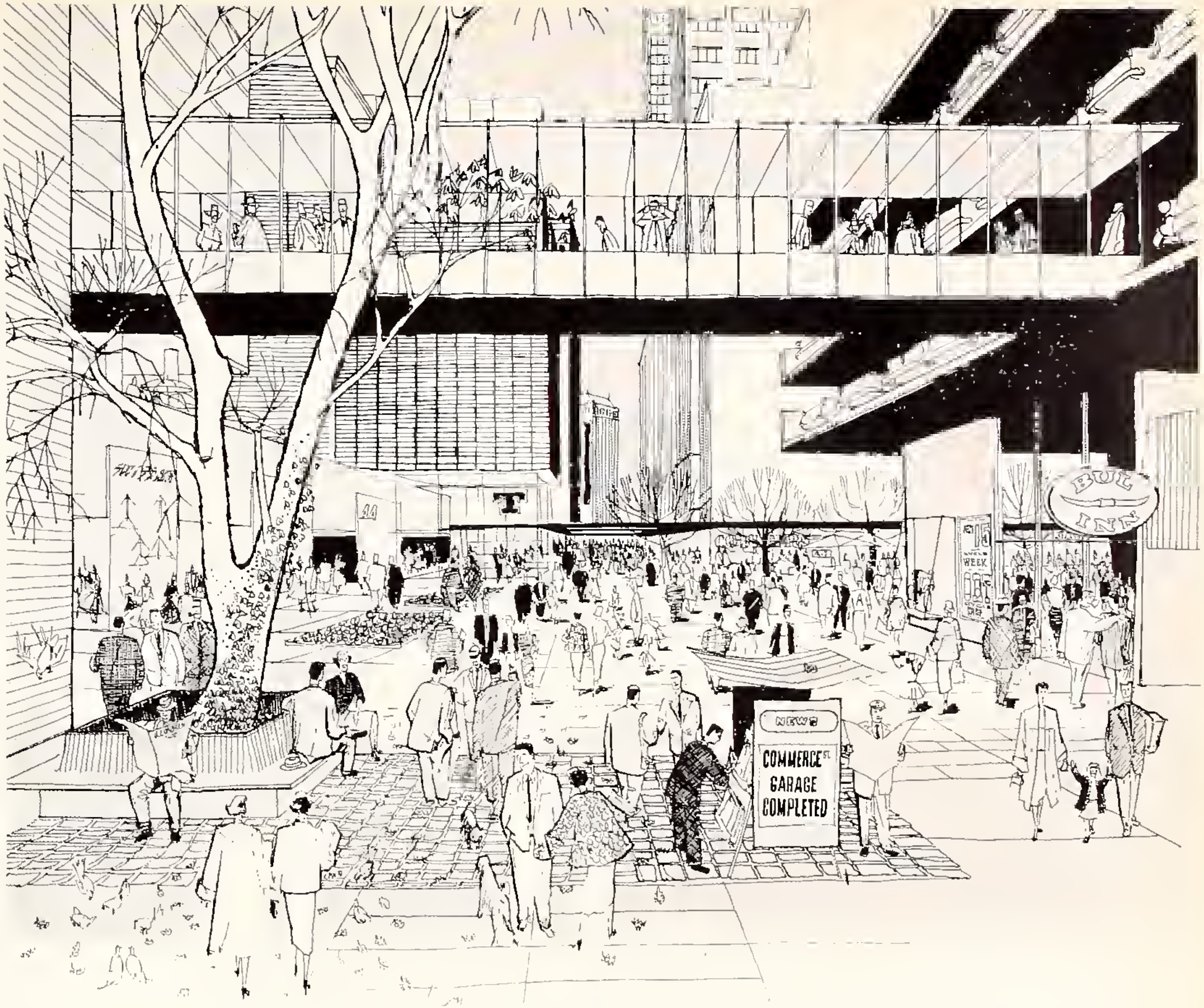
Redevelopment must achieve better standards of urban design . . . the amenities are necessary to make redevelopment successful.

The Philadelphia Savings Fund Society building, designed by Architects Howe and Lescaze, was constructed in 1932. It was the first building to integrate flexible office space with air conditioning, proper lighting and acoustic design . . . Twenty-four years of progress have not made this building obsolescent . . . good design pays.

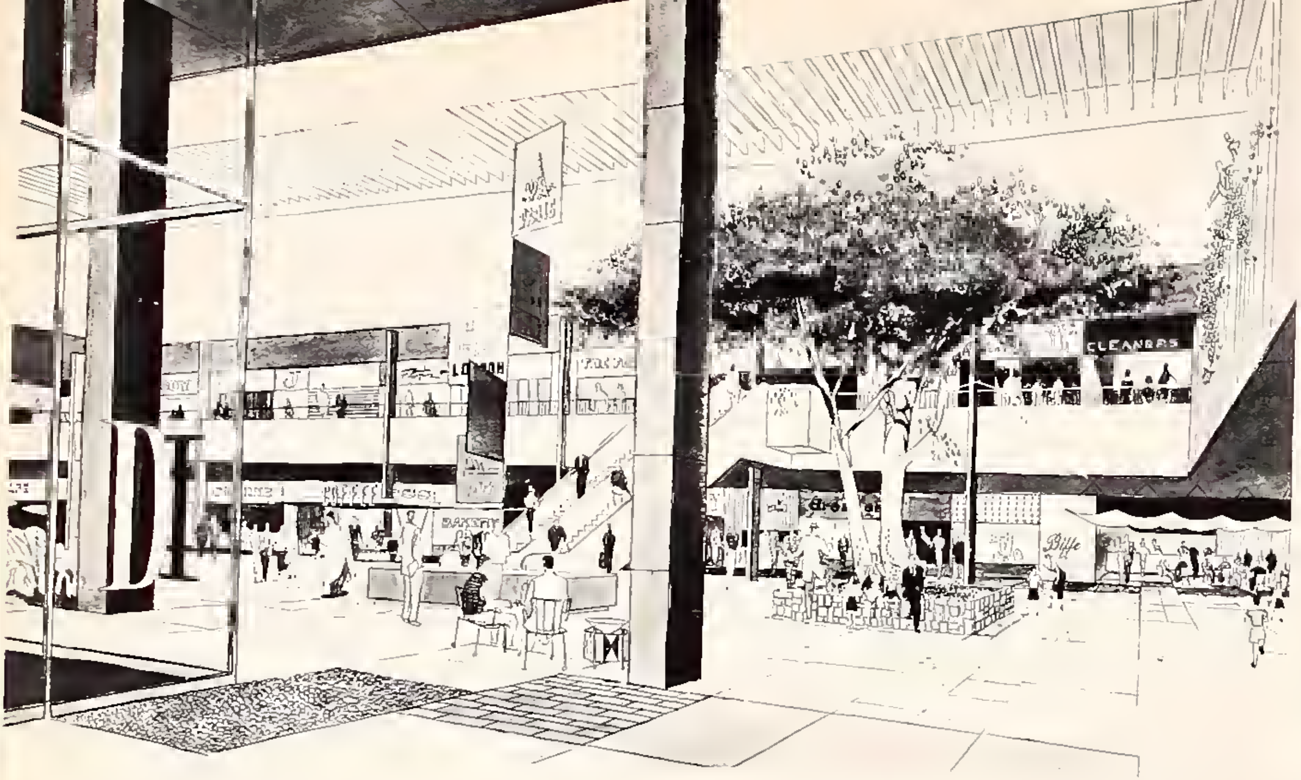
drawings from The Gruen Plan for redevelopment of the central business district, Fort Worth, Texas



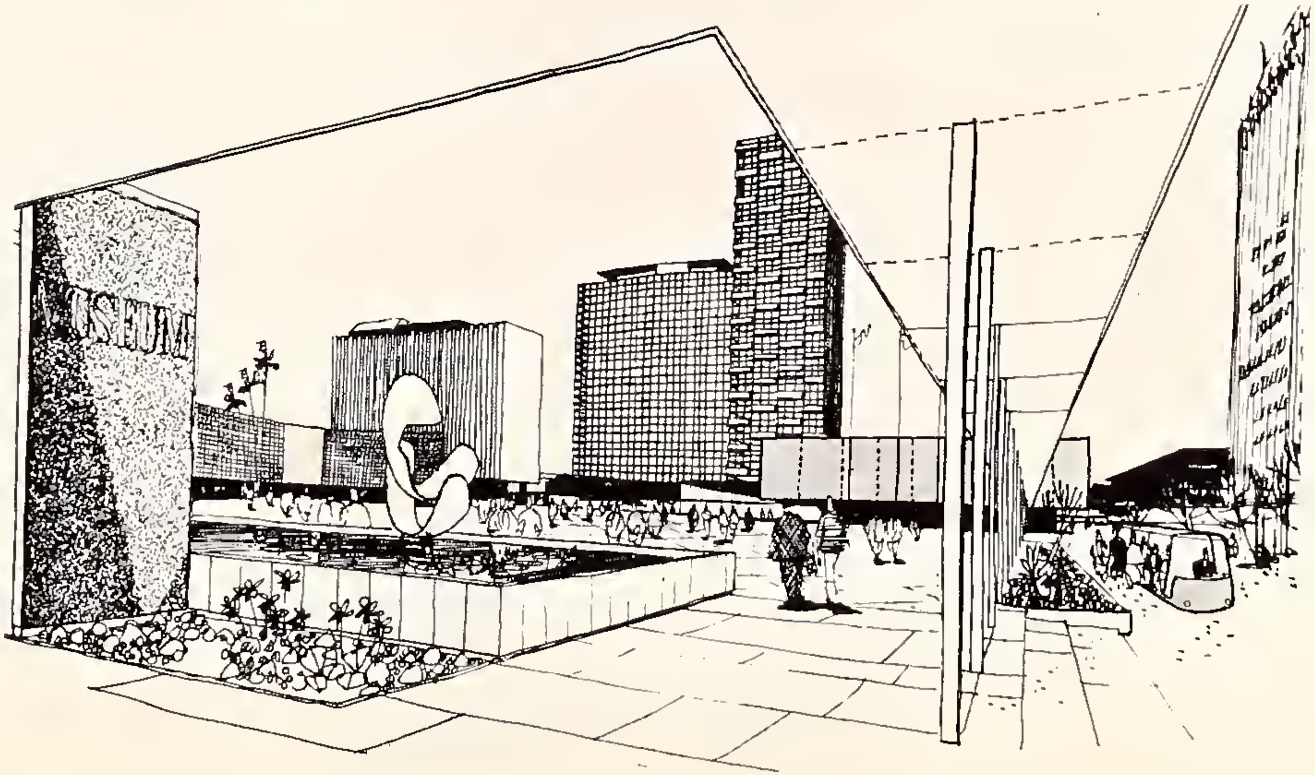
proposed plaza and park development viewed from a parking terminal

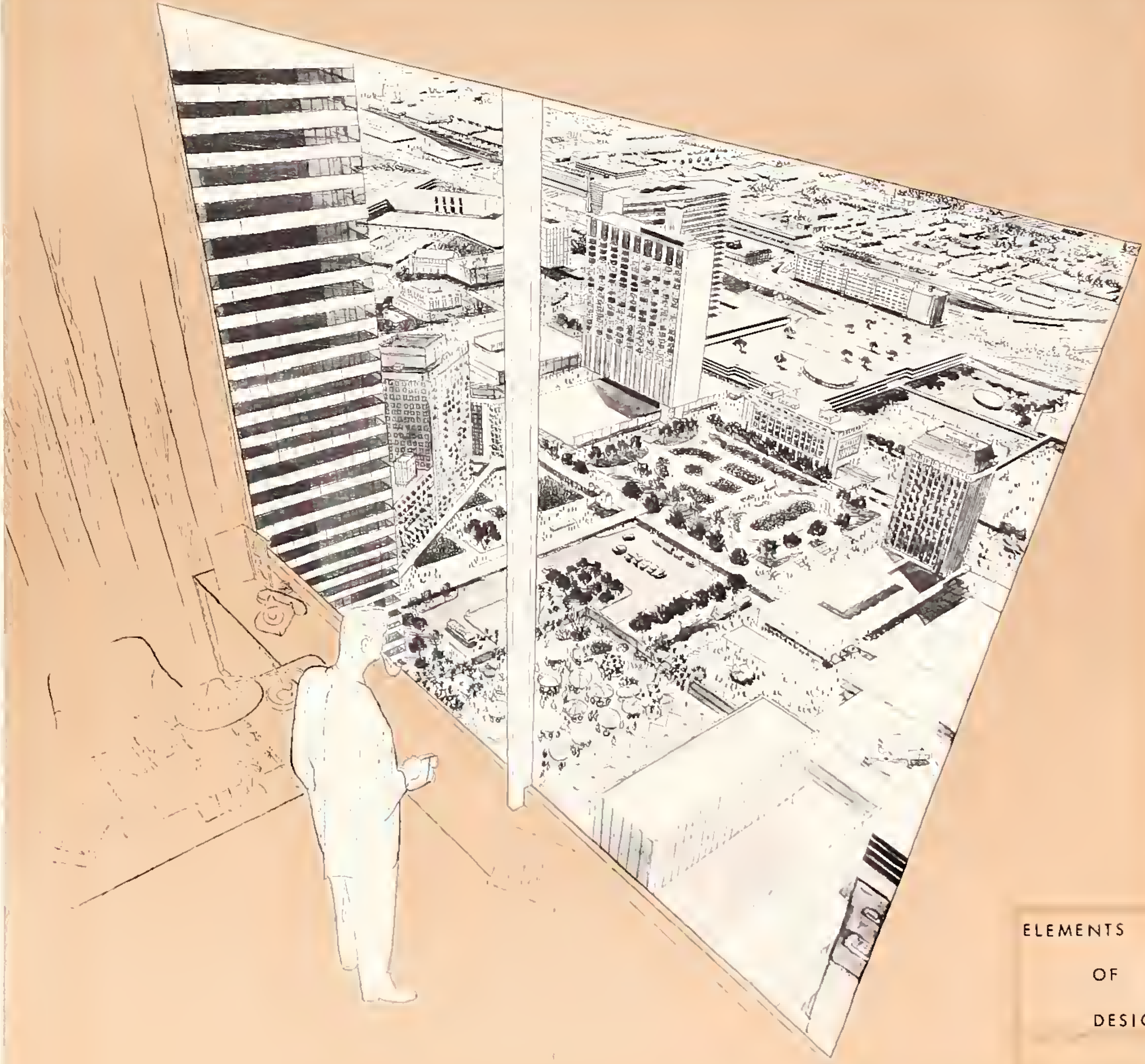


existing street converted to attractive shopping mall . . . pedestrian bridge connects parking garage to office building



These photographs of drawings for the Gruen Plan for the redevelopment of the central business district of Fort Worth, Texas, illustrate many of the essential elements of good design





variety in design and use of open spaces . . . .

good existing buildings can be integrated with the new . . . .

population density can be high if ample open areas are preserved for free movement of people at ground level . . . but . . . rapid transportation must be available to move large numbers of people comfortably . . . .

intelligent design of the whole permits intense use of the land . . . creates high values . . . long term stability . . . and stimulating, enjoyable environment. . . . .

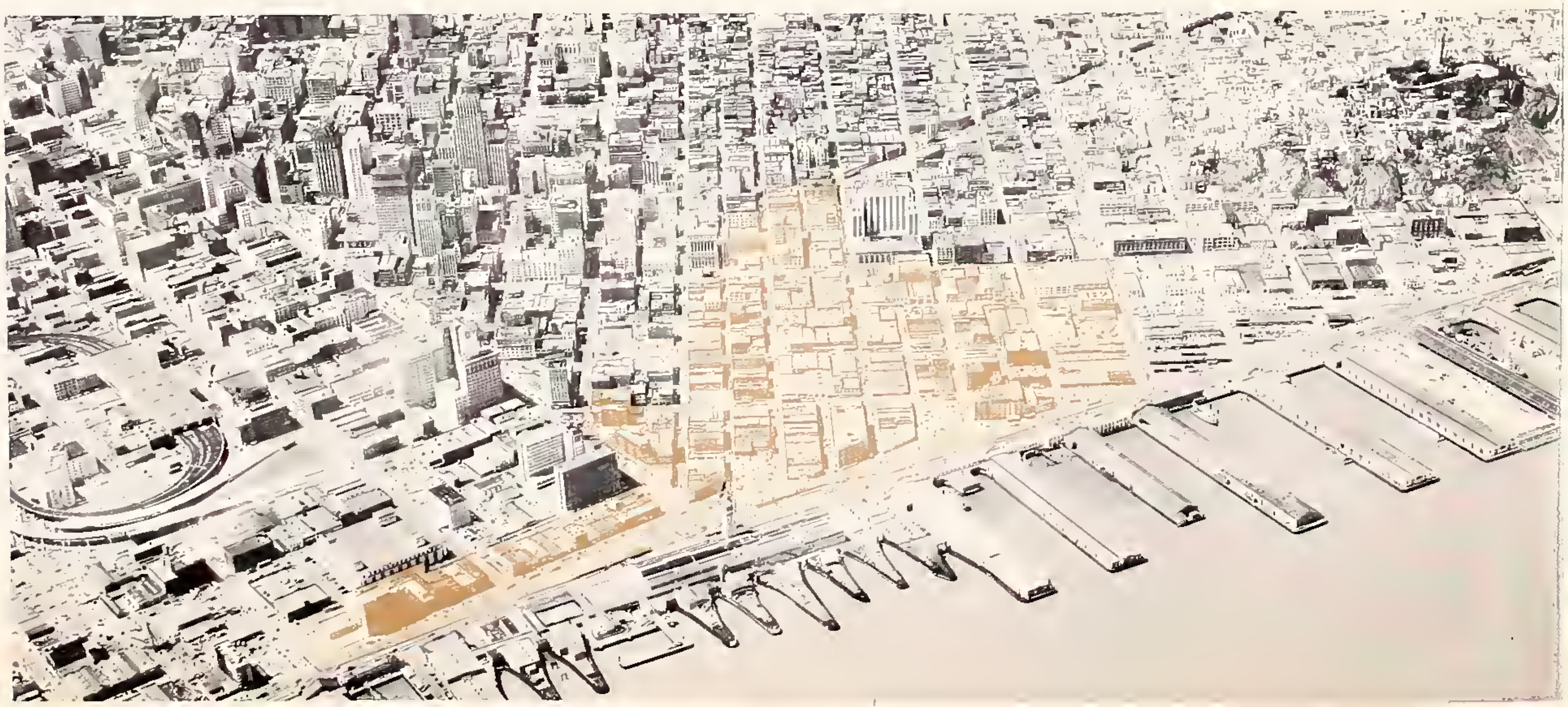
Area 'E' was officially designated a Redevelopment Area by the Board of Supervisors of the City and County of San Francisco in February of 1955.

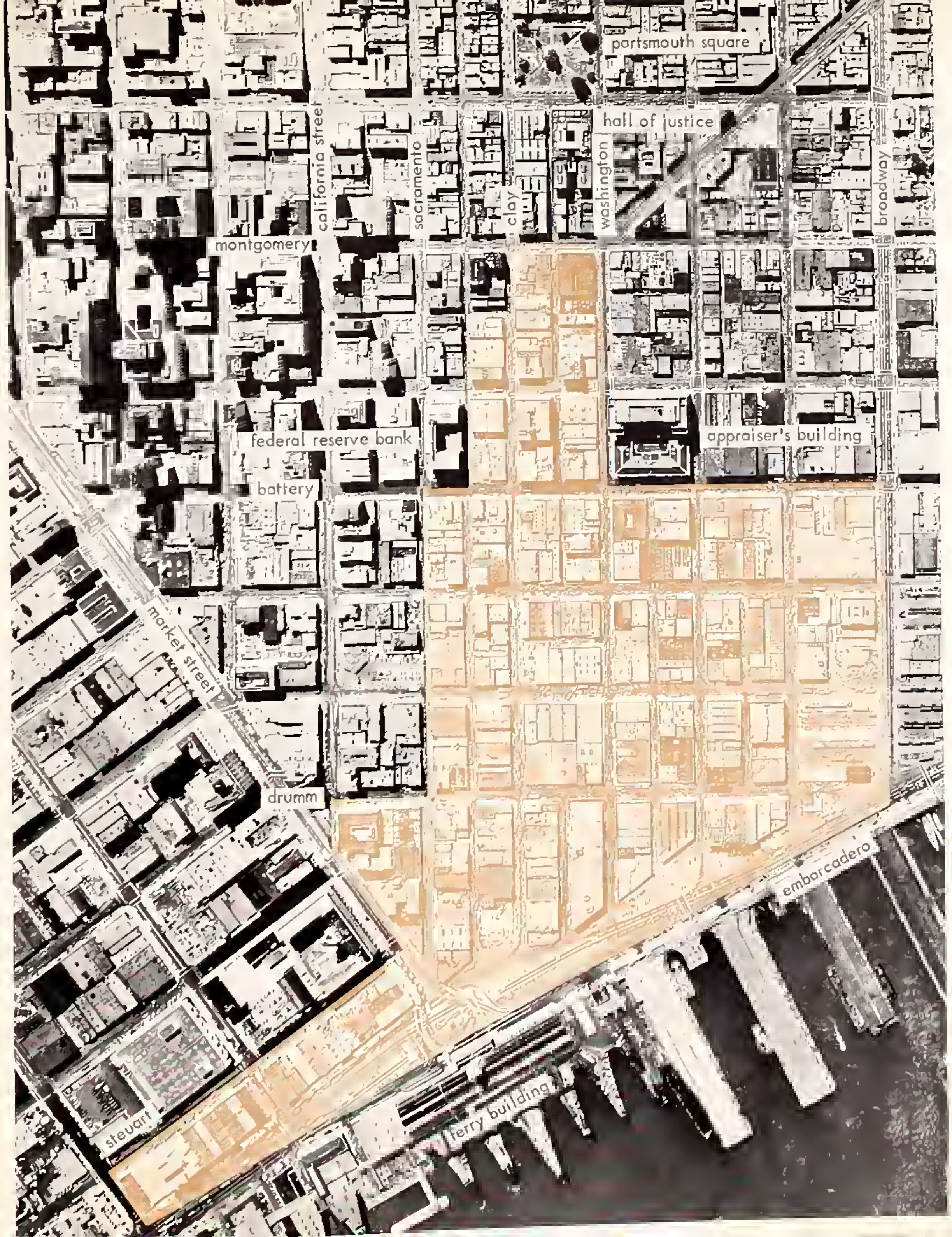
The core of the area, bounded by Battery, Clay, Drumm and Jackson streets, contains most of the present Wholesale Produce Market. Other allied food businesses such as wholesale grocers, coffee and spice dealers, sellers of dairy products, fish and poultry, and wholesalers of meat are clustered around the Market. The whole area is generally known as the Commission District.

The physical layout of the area is inadequate for a modern food terminal large enough to serve San Francisco. Eighty-one percent of the 23 000 carloads per year of fresh fruits and vegetables handled in the District are brought in by trucks. The narrow streets and lack of loading docks and modern handling facilities require that all goods be transferred from truc to store by porters using hand trucks. Inadequate parking and loadin space for the trucks of retail grocers who come to the Market to buy ad to the congestion.

The majority of buildings in the area are one and two-story brick construction built prior to 1914. Lot sizes are small, the average size is about 6 600 square feet in area, and approximately twenty percent of the parcels are less than thirty-five feet in width.

Since construction of the Bay Bridges and resulting reduction in the volume of passenger traffic entering the city by ferry via the Ferry Building, the use of the area has changed. About 275 000 square feet of rentable space in buildings in the area is now vacant.





LAND USE

PRESENT

EXAMPLE 1. is one of several studies prepared to evaluate the potential of redevelopment of Area 'E'. Selected types of buildings are related to an assumed pattern of land use in order to illustrate the resulting land coverage, population density, increase in net usable area, potential value of construction, and potential tax base and revenue from taxes on land and improvements.

THIS IS NOT A REDEVELOPMENT PLAN; it illustrates the following:

planning factors:

Area 'E' at present : gross acreage 81.6 : net acreage 41.9
Example 1. : gross acreage 81.6 : net acreage 52.6
gain in usable acreage 10.7 (25%)

Example 1. net usable area : 52.6 acres
parks . . . . . 10.0 acres - 19.0 % of total
residential . . 18.5 acres - 35.2 % of total
commercial . . 24.1 acres - 45.8 % of total

building coverage is 40 % of the net usable area
working population is estimated to be 22 000 persons
resident population is estimated to be 2 800 persons
parking is provided for 2 500 automobiles

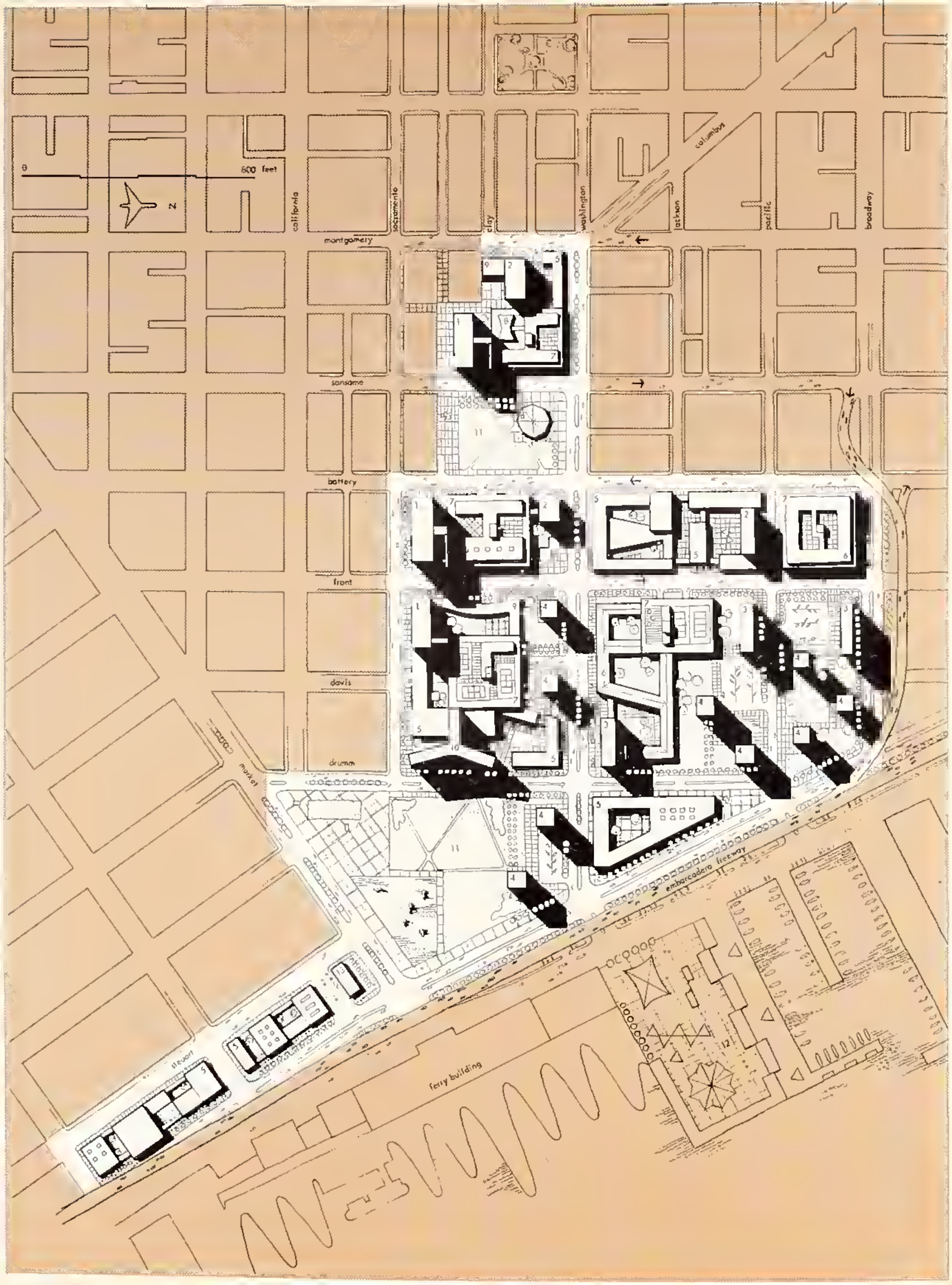
economic factors:

Area 'E' at present :	assessed value, land & imp. (32 % of est. market val.)	$ 7 640 000
	annual revenue, land & imp.	$ 523 000*
Example 1.	: estimated total value of land, new buildings and site improvements excluding new streets and utilities	$ 105 000 000
	estimated assessed value of land and improvements	$ 30 000 000
	estimated annual taxes on land and improvements	$ 2 055 000*
	estimated annual tax gain	$ 1 532 000

* tax revenues are computed at the 1954 - 1955 rate for purposes of comparison with the data shown on pages 12 and 13

	present Area 'E'	Example 1.
assessed val./ net acre	$ 180 000	$ 705 000
tax revenue / net acre	$ 12 600	$ 48 300

Example 1. adds: 1.2 million square feet of office space
1690 apartment units



LEGEND

1 high rise office building . type 1

2 high rise office building . type 2

3 high rise apartment bldg . type 3

4 high rise apartment bldg . type 4

5 low rise office-shops . . type 5

6 low rise apartments . . . type 6

7 parking garage . . . . . type 7

8 restaurant

9 shops

10 1000 room hotel

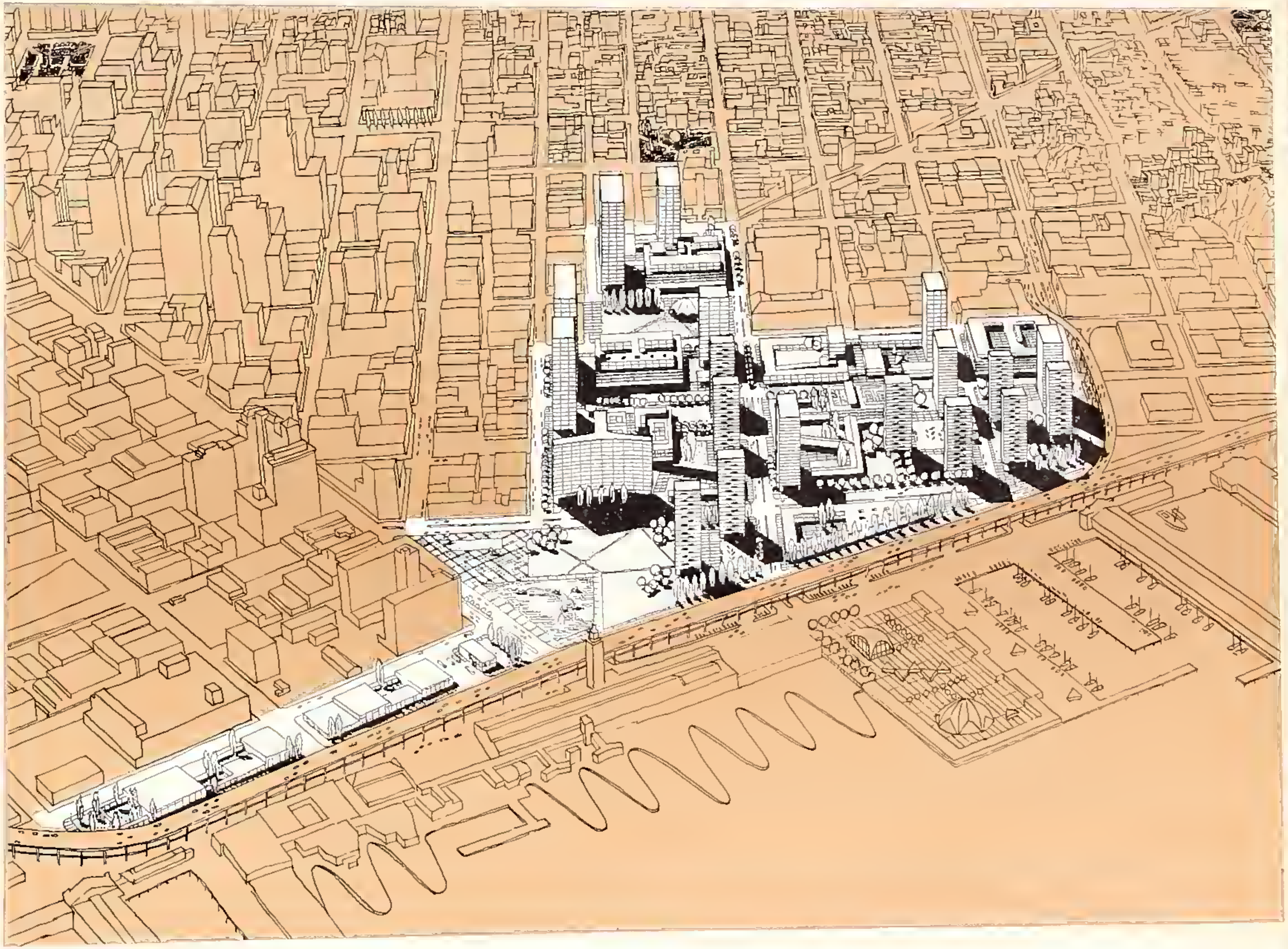
11 park

12 museum, recreation park

13 municipal railway terminal

building types 1 to 7 inclusive

are described in the Appendix



NOTE: It should not be inferred from the Example that all existing buildings within the Area are to be removed or that the final Project Area will contain all blocks within Redevelopment Area 'E'. These determinations are beyond the scope of this Report; they must be made during the development planning. The Example is for illustrative purposes only and does not show any existing buildings.

XAMPLE 2. is one of several studies prepared to evaluate the potential f redevelopment of Area 'E'. Selected types of buildings are related to n assumed pattern of land use in order to illustrate the resulting land cov- rage, population density, increase in net usable area, potential value of onstruction, and potential tax base and revenue from taxes on land and mprovements.

HIS IS NOT A REDEVELOPMENT PLAN; it illustrates the following:

planning factors:

Area 'E' at present	: gross acreage	81.6	: net acreage	41.9
Example 2.	: gross acreage	81.6	: net acreage	60.5
			gain in usable acreage	18.6 (45%)

Example 2.	net usable area	: 60.5 acres
	parks	12.9 acres – 21.3% of total
	residential . .	25.5 acres – 42.2% of total
	commercial . .	22.1 acres – 36.5% of total

building coverage is 22% of the net usable area
working population is estimated to be 20 000 persons
resident population is estimated to be 2 700 persons
parking is provided for 2 400 automobiles

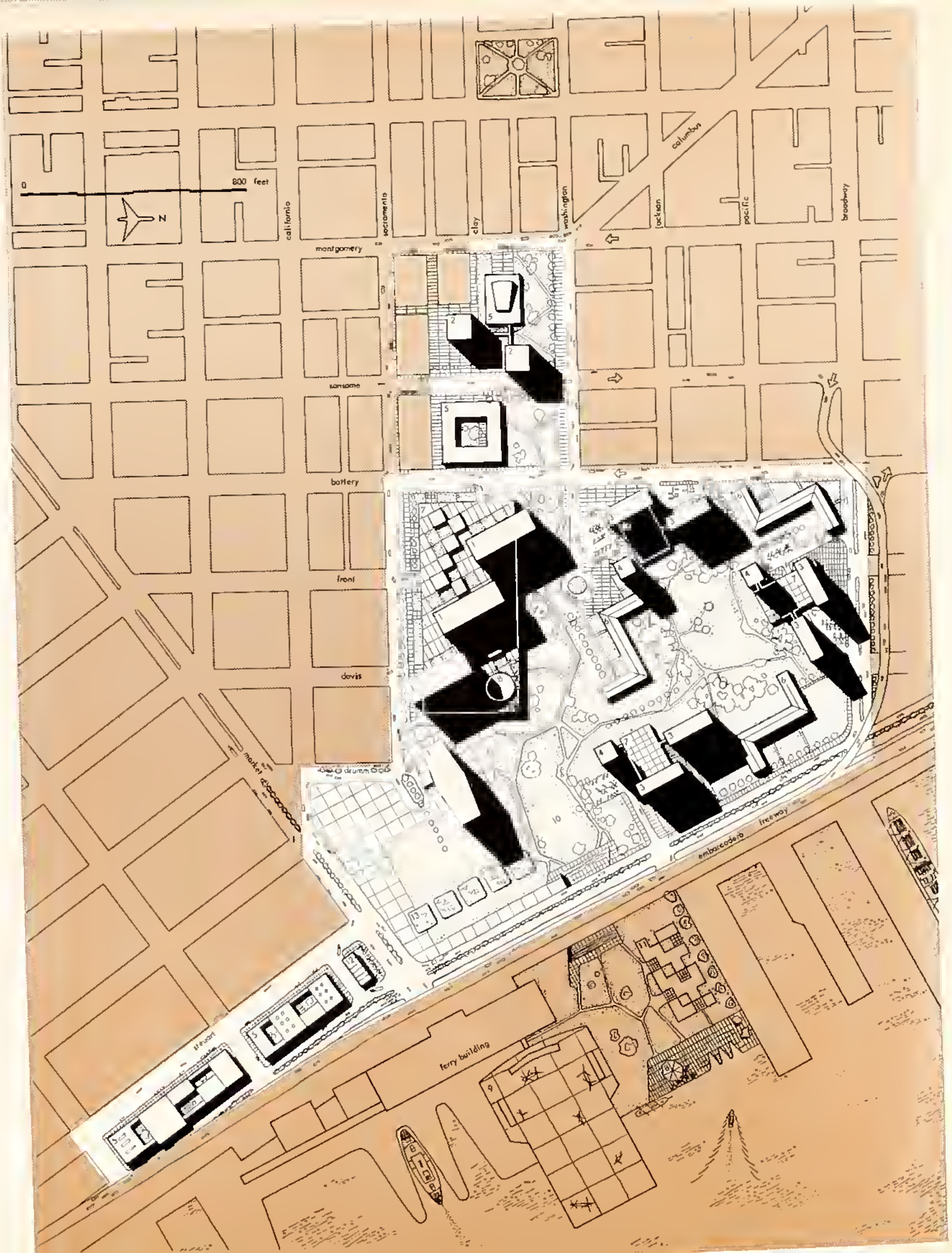
economic factors:

Area 'E' at present	: assessed value, land & imp. (32 % of est. market val.)	$ 7 640 000
	annual revenue, land & imp.	$ 523 000*
Example 2.	: estimated total value of land, new buildings and site improvements excluding new streets and utilities	$ 99 500 000
	estimated assessed value of land and improvements	$ 27 600 000
	estimated annual taxes on land and improvements	$ 1 895 000*
	estimated annual tax gain	$ 1 372 000

* tax revenues are computed at the 1954 – 1955 rate for purposes of comparison with the data shown on pages 12 and 13:

	present Area 'E'	Example 2.
assessed val./ net acre	$ 180 000	$ 580 000
tax revenue / net acre	$ 12 600	$ 39 800

Example 2. adds: 1.53 million square feet of office space



LEGEND

1 high rise office building . type 1

2 high rise office building . type 2

3 high rise apartment bldg . type 3

4 high rise apartment bldg . type 4

5 low rise office-shops . . type 5

6 low rise apartments . . . type 6

7 parking garage . . . . . type 7

8 restaurant

9 heliport

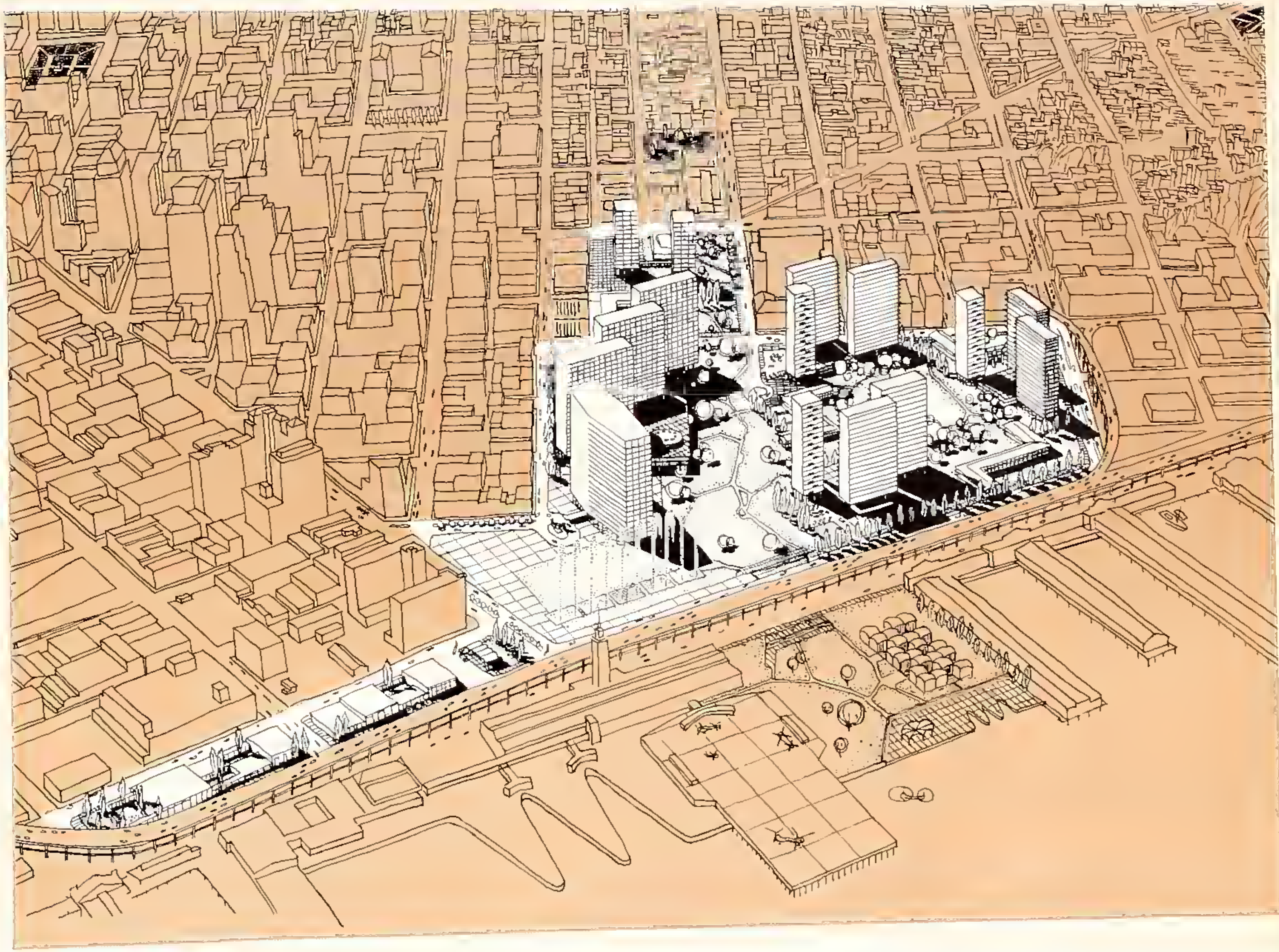
10 park

11 museum, recreation park

12 municipal railway terminal

13 fountain

building types 1 to 7 inclusive are described in the Appendix



NOTE: It should not be inferred from the Example that all existing buildings within the Area are to be removed or that the final Project Area will contain all blocks within Redevelopment Area 'E'. These determinations are beyond the scope of this Report; they must be made during the development planning. The Example is for illustrative purposes only and does not show any existing buildings.

The Land Use Examples do not include all types of facilities that may be determined by the actual development planning to be suitable to this area. Nor do they reflect the market evaluations being prepared by the Real Estate Research Corporation concurrently with this report as this would require preparation of actual development plans beyond the scope of this report.

It is probable that many of the businesses now operating in the area can be integrated with the redevelopment plan. Scheduling of new construction will accomplish the transition with minimum dislocation of daily operations.

The long-term benefits to the City will far outweigh the expense involved in redevelopment. The estimated annual net increase in tax revenue from land and improvements alone, in Example 1, will reimburse the City for the write-down of land acquisition costs in approximately ten years without Federal government participation.

Participation by the Federal government in redevelopment is confined to projects in which a minimum of 55 % of the area is for residential purposes. Referring to Example 1 as shown on page 29, a Project Area of 33.6 acres including the residential portion could be made the basis for Housing and Home Finance Agency participation in which case the Federal government would assume two-thirds of the net costs of land acquisition, planning and other expenses for that area. A condition of this participation will require that the remainder of the Area proceed to completion in accordance with the approved over-all redevelopment plan.

Land re-sale prices will be determined largely by the financial feasibility of the individual buildings. There are many factors to be taken into account in appraising the potential feasibility of a building project but the principal elements are:

a. cost of constructing the building
b. rentals available and demand
c. interest rates, financing methods, financial resources of the investor, and reasonable yield in competition with other investment
d. cost of the land

Evaluation of the first three factors will determine the amount that can be paid for the land and, in the case of redevelopment, this amount applied to the area of the parcel of land assigned to the building will determine the reasonable re-sale price for that parcel.

In this project there will undoubtedly be instances where buildings of different use and different cost are adjacent. The difference in use may require more lot area for one building than the other while the residual amount available for purchase of the land may be the same in each case. These are some of the factors that must be carefully considered in formulating the development plan.

The City Planning Commission is responsible for the preparation of the Project Preliminary Plan (step 2. on the opposite page). This plan will establish the fundamental concepts, criteria and standards for the whole project ... it will be the general framework within which all the final detailed planning must fit. It is, therefore, the keystone to the ultimate success of this redevelopment program.

The complexity of the planning for this project is illustrated in the various sections of this report. Arbitrary formulation of a loosely defined preliminary land use plan, as specified under the Community Redevelopment Law, without preparation of a comprehensive over-all plan geared to development by stages will create major difficulties in negotiating with developers for detailed planning and construction of the Project.

Developers will want to know approximate land costs prior to expending substantial amounts of money for detailed reconstruction plans. Determinations of land cost to the developer, if based only upon a preliminary land use plan unsupported by a definitive redevelopment plan and financial analysis, will be difficult, if not impossible, to conclude.

Favorable conditions should be created to attract investment capital to redevelopment. Such conditions, favorable alike to the developer and to the City, can be realistically established only through comprehensive knowledge of the full potential of redevelopment.

Recognizing the nature of this project and its broad implications for the future of San Francisco, a group of civic leaders has contributed funds to the City for the preparation of such a development plan. This work is under way at the present time and is expected to be completed by November of this year. At that time the City, and all developers who propose to make plans for construction of the whole or parts of the project, will be adequately prepared to negotiate.

THE 14 STEPS required by the California Community Redevelopment Law

1.	Designation of Redevelopment Area Board of Supervisors	By resolution. Contains finding of blight, a finding that the area requires study to determine if a project is feasible, and a description of the area's boundaries.
2.	Project Preliminary Plan Planning Commission	Defines project area boundary and gives general statement of land uses, street layout, population densities in residential projects, building intensities and standards.
3.	Project Tentative Plan Redevelopment Agency	Contains reasons for selection of project area, description of existing conditions, and preliminary financial analysis.
4.	Public Hearing Redevelopment Agency	Notices published for 4 weeks prior to hearing and mailed to owners. Alternative plans may be submitted at this time.
5.	Review Planning Commission	Report and recommendation.
6.	Public Hearing Board of Supervisors	Notices published for 3 weeks prior to hearing. Alternative plans may be submitted.
7.	Adoption of Tentative Plan Board of Supervisors	Determines whether the project is in the public interest.
8.	Final Plan Redevelopment Agency	Contains provision for owner participation; detailed financial plans; open space, street layout, public uses; building types, sizes, height, and use limitations; number of dwelling units in residential projects; provision for acquisition and disposition of property.
9.	Report and Recommendation Planning Commission	Report on final plan's conformity to the master plan.
10.	Adoption of Final Plan Board of Supervisors	After consideration of evidence, determination of whether plan is in interests of public peace, health, safety and welfare, determination of economic soundness, and provision for expenditures, plan is adopted by ordinance.
11.	Owner Participation Sign-Up Redevelopment Agency	Period of 30 days for owners to enter into agreements for participation in plan.
12.	Land Acquisition Redevelopment Agency	By purchase or eminent domain.
13.	Land Clearance Redevelopment Agency	Clearance and preparation of site for rebuilding.
14.	Land Disposition Redevelopment Agency	Land sold or leased for rebuilding by private enterprise.

The BUILDING TYPES shown in Examples 1 and 2, pages 29 and 31, were selected to illustrate types of buildings that are appropriate to the probable land uses in the redevelopment area. They are not specific designs for buildings for this project.

Many factors must be considered in estimating the economic feasibility of a proposed building. The analyses in this report are conservative appraisals based upon today's building costs, operating costs, and accepted methods of financial evaluation of proposed projects.

The multistory buildings, except Type 3, are steel frame structures. The revised Building Code removes the height limitation heretofore restricting reinforced concrete structures to a maximum height of one hundred thirty-five feet. Preliminary analysis of the Type 3 building indicates that a reinforced concrete flat plate structure, supported by a rigid platform to prevent differential settlement, should be considered for this area. Multistory buildings will require pile foundations. For estimating purposes the average of costs for Zones 2 and 3 was used.

* * *

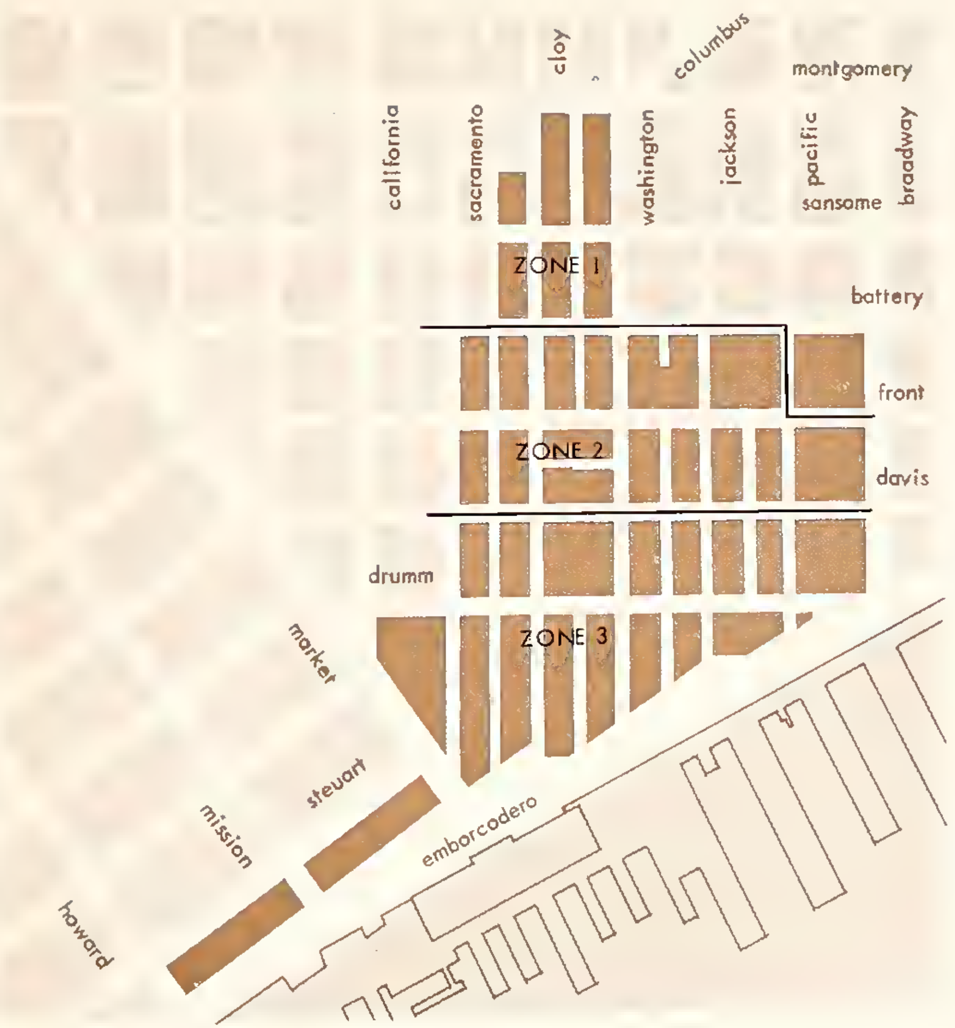
* The economic analyses of the Building Types include the following as noted:

Construction : building, site utilities, landscaping, contractor's and developer's fees and contingency allowance

Piling : average of estimated costs for Zones 2 and 3

Carrying Charges : taxes on land, insurance and interest during construction; architect's and engineer's fees

Total Annual Expense : maintenance, operation, administration, taxes, insurance



Preliminary analysis of the probable costs for piling to support the multistory buildings on the filled land of the Area is based upon the 20-story typical building types shown on the following pages. For purposes of this report the area is divided into three general zones. The estimated costs for piling are "per square foot of ground area covered by the building" and are in addition to costs for normal foundations on soil of good bearing quality.

Zone 1.

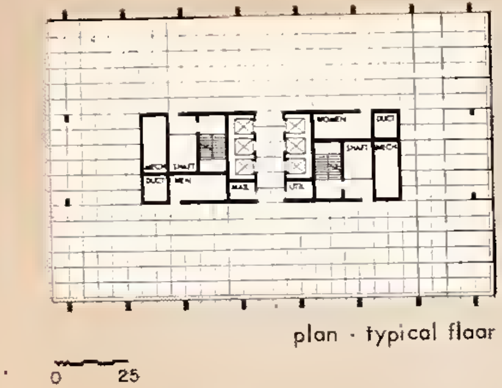
Heavy structures will require deep foundation mat, caissons or short piles. Surface of supporting soils is 10 to 35 feet below street grade. Estimated cost is $1.60 per square foot.

Zone 2.

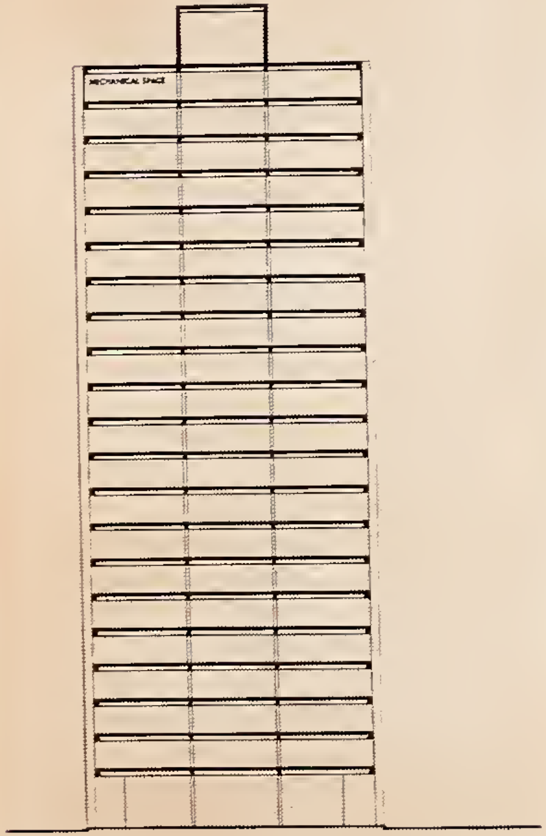
Buildings under four stories in height probably will not need pile support if some subsidence is acceptable. For heavier structures, 100 ton piles will extend 50 to 120 feet below street grade. Estimated cost is $9.00 per square foot.

Zone 3.

Conditions are similar to Zone 2, except that 100 ton piles will extend 100 to 160 feet below street grade. Estimated cost is $12.50 per square foot.



plan · typical floor



section

OFFICE BUILDING

1

DESCRIPTION: steel frame, cellular steel floor deck, pile foundation, modular exterior metal curtain wall, heat resisting glazing, modular interior mechanical and electrical system providing integrated air conditioning and lighting in acoustic ceiling, electrical and communication systems in floor conduits; partitions by tenants.

I ESTIMATED CAPITAL COSTS

Construction* · 293,000 gross sq. ft. @ $24.00		$ 7,032,000
Land		
purchase price	$ 450,000	
piling*	146,000	
total		$ 596,000
Carrying Charges* · 24 months		707,000
total capital costs . . .		$ 8,335,000

II ESTIMATED ANNUAL INCOME

Annual income		
office space		
208,600 net rentable sq. ft. @ $5.50	$ 1,147,000	
store space		
5,000 net rentable sq. ft. @ $7.20	36,000	
total		$ 1,183,000
Vacancy Allowance @ 5%		59,000
effective gross income .		$ 1,124,000
Total Annual Expense*		
208,600 net rentable sq. ft. @ $2.50		522,000
Return before depreciation & amortization . . .		$ 602,000
Percentage of total capital costs		7.2 %

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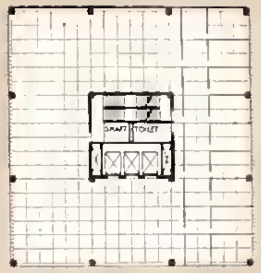
* See note page 36

2

OFFICE BUILDING

DESCRIPTION steel frame, concrete floor slabs, pile foundation, modular exterior curtain wall with operating sash, natural ventilation, interior mechanical exhaust system via corridors, radiant baseboard heating, suspended lighting fixtures, underfloor electrical and communication ducts; partitions and ceiling finish by tenants.



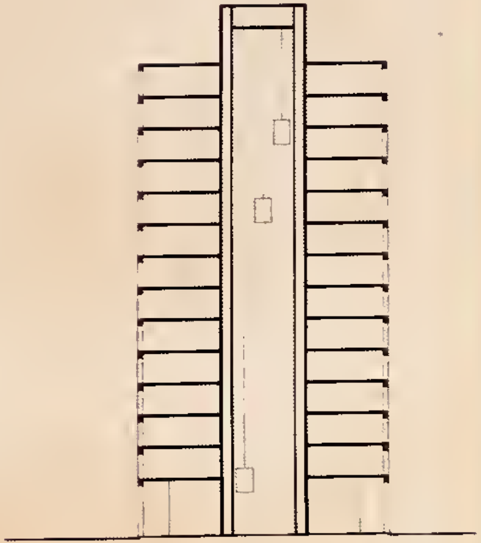
plan · typical floor

I ESTIMATED CAPITAL COSTS

Construction* 103,800 gross sq. ft. @ $18.00		$ 1,868,000
Land		
purchase price	$ 200,000	
piling*	62,000	
total		$ 262,000
Carrying Charges* · 12 months		154,000
total capital costs . . .		$ 2,284,000

II ESTIMATED ANNUAL INCOME

Annual income		
office space		
83,900 net rentable sq. ft. @ $4.50	$ 378,000	
store space		
3,000 net rentable sq. ft. @ $6.00	18,000	
total	$ 396,000	$ 396,000
Vacancy Allowance @ 5%		20,000
effective gross income .		$ 376,000
Total Annual Expense* 83,900 sq. ft. @ $2.50		210,000
Return before depreciation & amortization . . .		$ 166,000
Percentage of total capital costs		7.3%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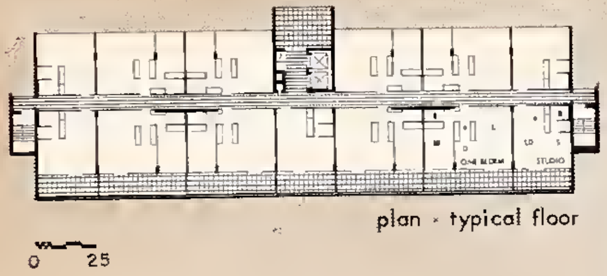
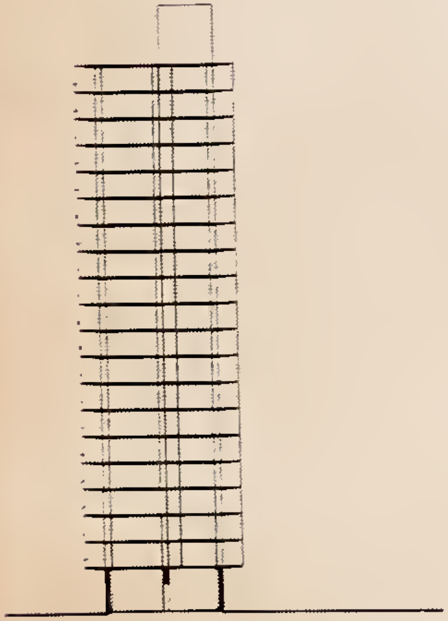
* See note page 36



plan · typical floor



section

APARTMENT BUILDING

3

DESCRIPTION: reinforced concrete flat plate structure, pile foundation, modular exterior curtain wall with operating sash, modular interior partitions and cabinet work, sound insulated partitions between apartments, radiant baseboard heating with individual control, mechanical exhaust from interior spaces, automatic elevators.

I ESTIMATED CAPITAL COSTS

Construction* 154,000 gross sq. ft. @ $17.00		$ 2,618,000
Land		
purchase price	$ 116,000	
piling*	81,000	
total		$ 197,000
Carrying Charges* · 18 months		228,000
total capital costs		$ 3,043,000

II ESTIMATED ANNUAL INCOME

Annual income		
dwelling units		
95 studio @ $95-$115 per mo x 12	$ 120,000	
152 1 bedroom @ $140-$170 per mo x 12	283,000	
total		$ 403,000
store space		
5,000 net rentable sq. ft. @ $3.60 per year		18,000
total		$ 421,000
Vacancy Allowance @ 5%		21,000
effective gross income		$ 400,000
Total Annual Expense*		
47% of effective gross income		188,000
Return before depreciation & amortization		$ 212,000
Percentage of total capital costs		7.0 %

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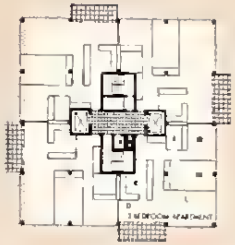
* See note page 36

4

APARTMENT BUILDING

DESCRIPTION: steel frame, light-weight concrete floor slabs, pile foundation, modular exterior curtain wall with operating sash, solid plaster partitions, sound insulated partitions between apartments, radiant baseboard heating with individual control, mechanical exhaust from interior spaces, automatic elevators.



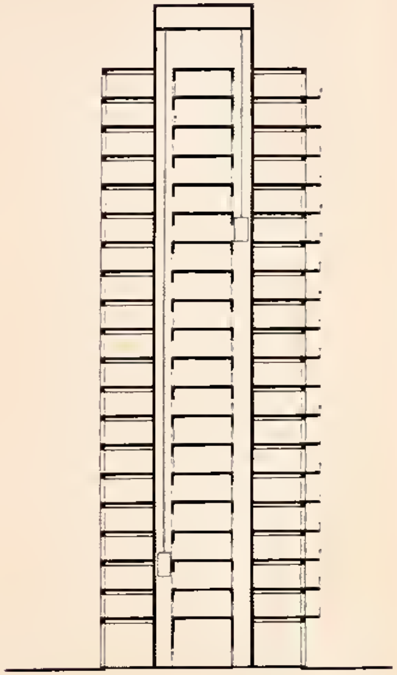
plan · typical floor

I ESTIMATED CAPITAL COSTS

Construction* · 86,600 gross sq. ft. @ $18.00		$ 1,559,000
Land		
purchase price	$ 64,000	
piling*	45,000	
total		$ 109,000
Carrying Charges* · 12 months		117,000
total capital costs . . .		$ 1,785,000

II ESTIMATED ANNUAL INCOME

Annual income	
dwelling units	
76 - 2 bedroom units @ $265 per month x 12 .	$ 242,000
store space	
1250 net rentable sq. ft. @ $3.60 per year .	5,000
total	$ 247,000
Vacancy Allowance @ 5%	12,000
effective gross income .	$ 235,000
Total Annual Expense* @ 47% of effective gross income	110,000
Return before depreciation & amortization . . .	$ 125,000
Percentage of total capital costs	7.0%



section

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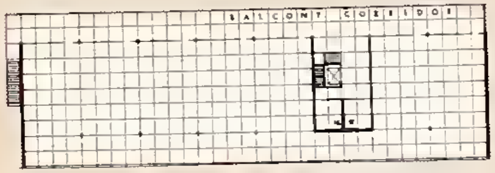
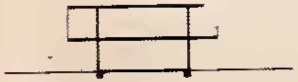
* See note page 36

OFFICE BUILDING

5



plan · second floor



section

DESCRIPTION: light steel frame, fire resistive light-weight decking, masonry end walls, integral concrete floor slab and foundation, modular exterior curtain walls, operating sash, interior construction exposed, unit heaters, surface mounted lighting fixtures, hydraulic elevator; ceiling finish and partitions by tenants.

I ESTIMATED CAPITAL COSTS

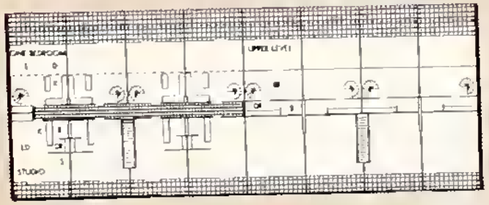
Construction* · 11,910 gross sq. ft. @ $12.00	$ 143,000
Land · purchase price	30,000
Carrying Charges* · 6 months	11,000
total capital costs . . .	$ 184,000

II ESTIMATED ANNUAL INCOME

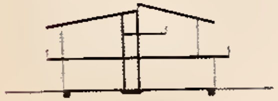
Office space · Net return for 10,190 net rentable sq, ft. @ $3.15 per year with vacancy allowance @ 5% and total annual expense* @ $1.75 per year, before amortization and depreciation . .	$ 13,400
Percentage of total capital costs	7.5%

APARTMENT BUILDING

6



plan second floor



section

DESCRIPTION: light-weight steel frame, fire resistive light-weight decking, integral concrete floor slab and foundation, masonry end walls, modular exterior walls, operating sash, dry wall partitions, sound insulated partitions between apartments, space heaters with thermostatic control, mechanical exhaust from interior spaces.

I ESTIMATED CAPITAL COSTS

Construction* · 17,500 gross sq. ft. @ $12.80	$ 224,000
Land · purchase price	74,000
Carrying Charges* · 6 months	16,000
total capital costs . . .	$ 314,000

II ESTIMATED ANNUAL INCOME

Dwelling units · Net return for 24 studio units @ $90-$105 per month, plus 8 one bedroom units @ $115-$125 per month, with vacancy allowance @ 5% and total annual expense* @ 40% of effective gross income, before depreciation and amortization	$ 22,000
Percentage of total capital costs	7.0%

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* See note page 36

7

PARKING GARAGE

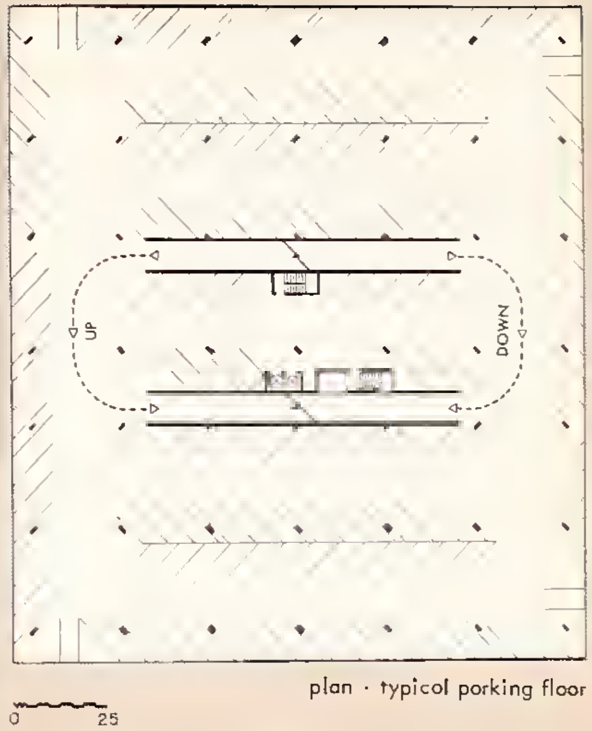
DESCRIPTION: self-park facilities for commercial and residential use; optional ground floor store space and type 5 office space above; reinforced concrete structure, pile foundation, modular light-weight open grille exterior curtain walls, automatic elevators to office space; store finish by tenants.

I ESTIMATED CAPITAL COSTS

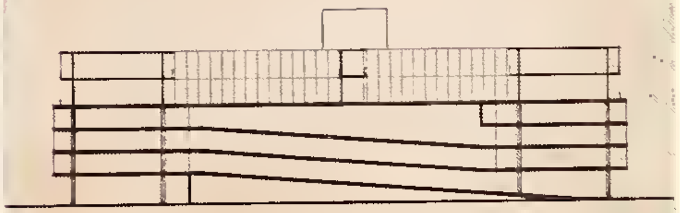
Construction*			
ground floor stores	27,700 sq.ft. @ $ 8.00 . .	$ 222,000	
parking garage	218,850 sq.ft. @ $ 4.00 . .	875,000	
office floors	75,400 sq.ft. @ $12.00 . .	905,000	
total			$ 2,002,000
Land			
purchase price		$ 1,300,000	
piling*		193,000	
total			$ 1,493,000
Carrying Charges* · 18 months			209,000
total capital costs			$ 3,704,000

II ESTIMATED ANNUAL INCOME

Ground floor stores · Net return for 27,700 sq. ft. @ $.40 per mo. with total annual expense* @ 17%	$ 110,000
Parking garage · Net return for 550 stalls @ $12.50 per mo. with total annual expense* @ 17%	68,000
Office space · Net return for 60,000 sq. ft. @ $4.00 per year with vacancy allowance @ 5% and total annual expense* @ $2.00 per sq. ft. . . .	108,000
Total return before depreciation and amortization	$ 286,000
Percentage of total capital costs	7.8%



plan · typical parking floor



section

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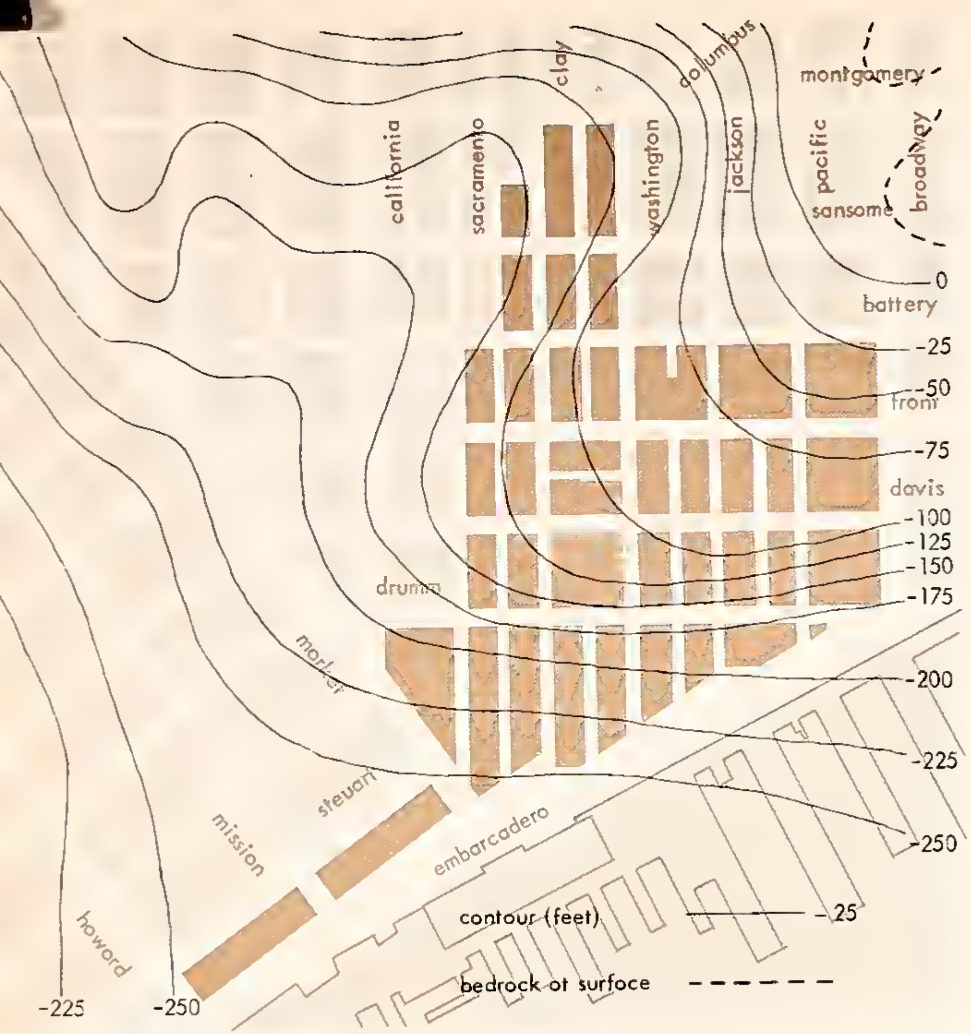
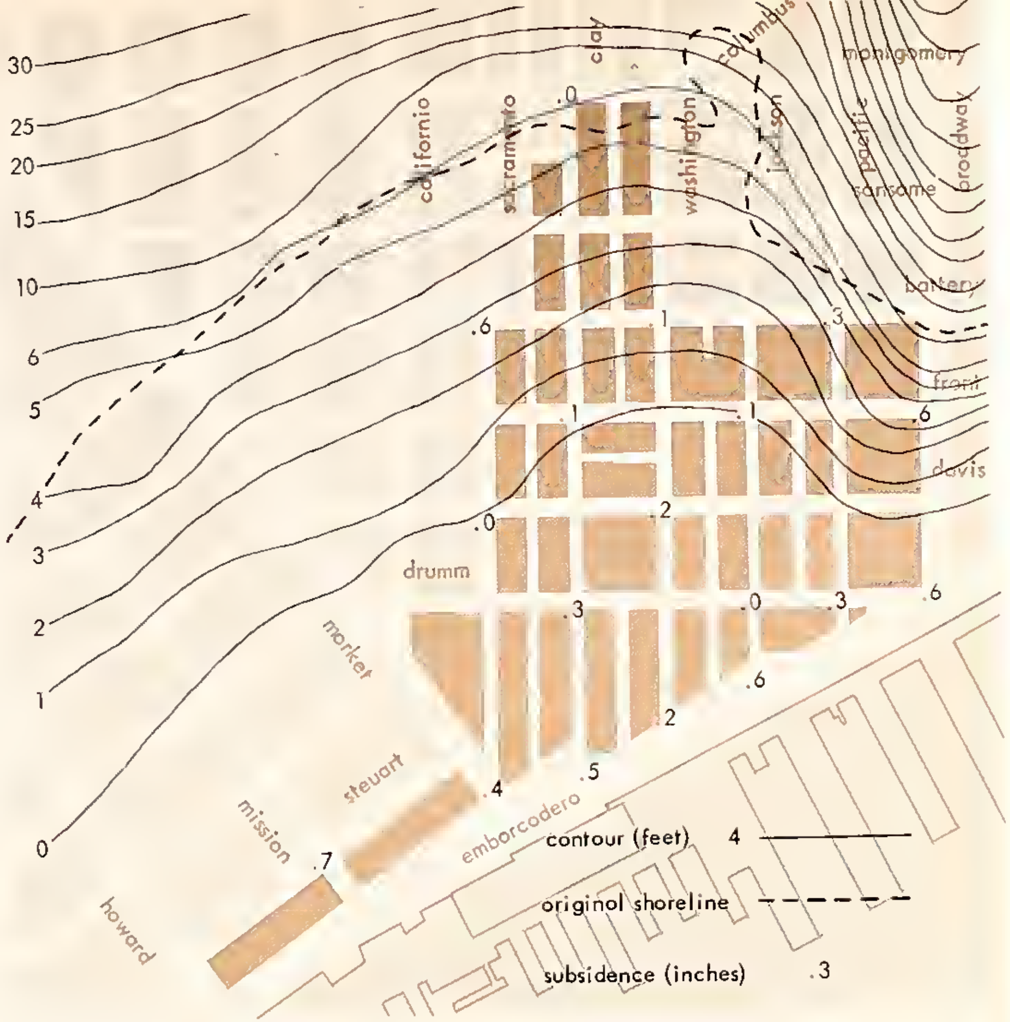
* See note page 36



EDROCK SURFACE

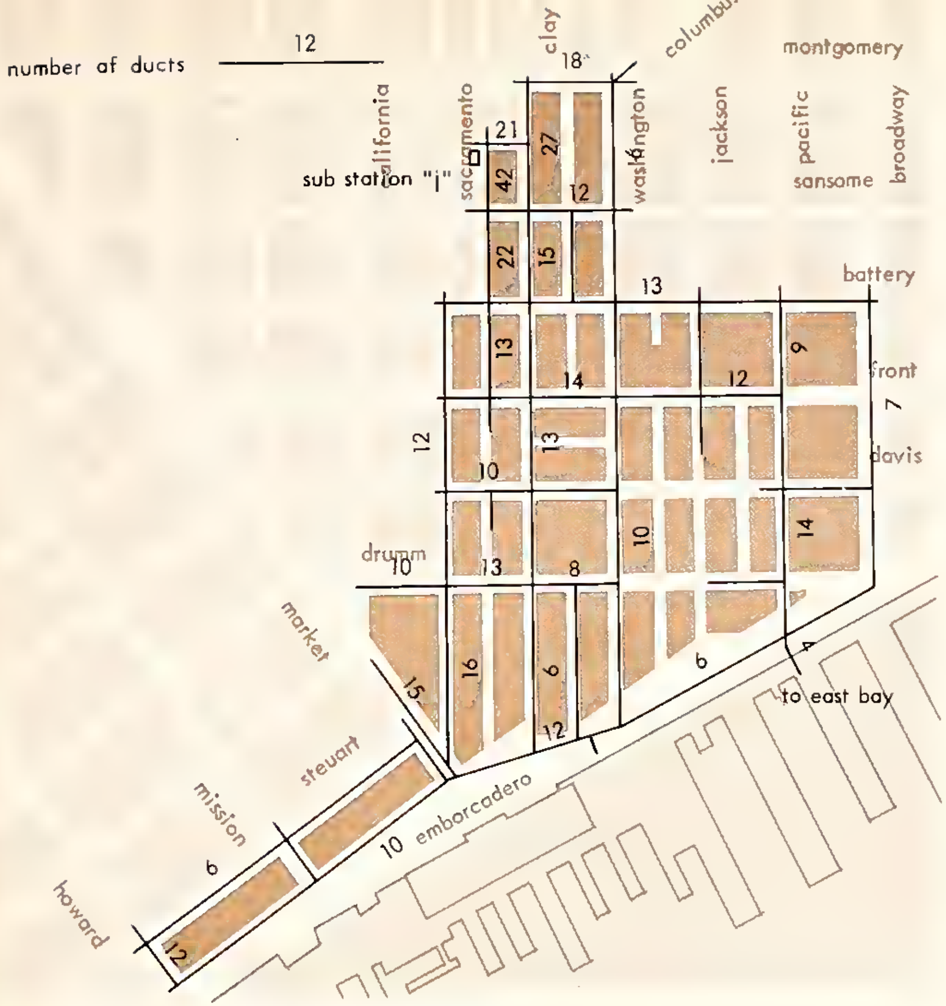
Contours indicate altitude of bedrock surface below mean sea level. Dashed line shows where bedrock is at the surface.



TOPOGRAPHY

Contour lines are official city grades and indicate altitude above city datum which is 8.616 feet above mean sea level.

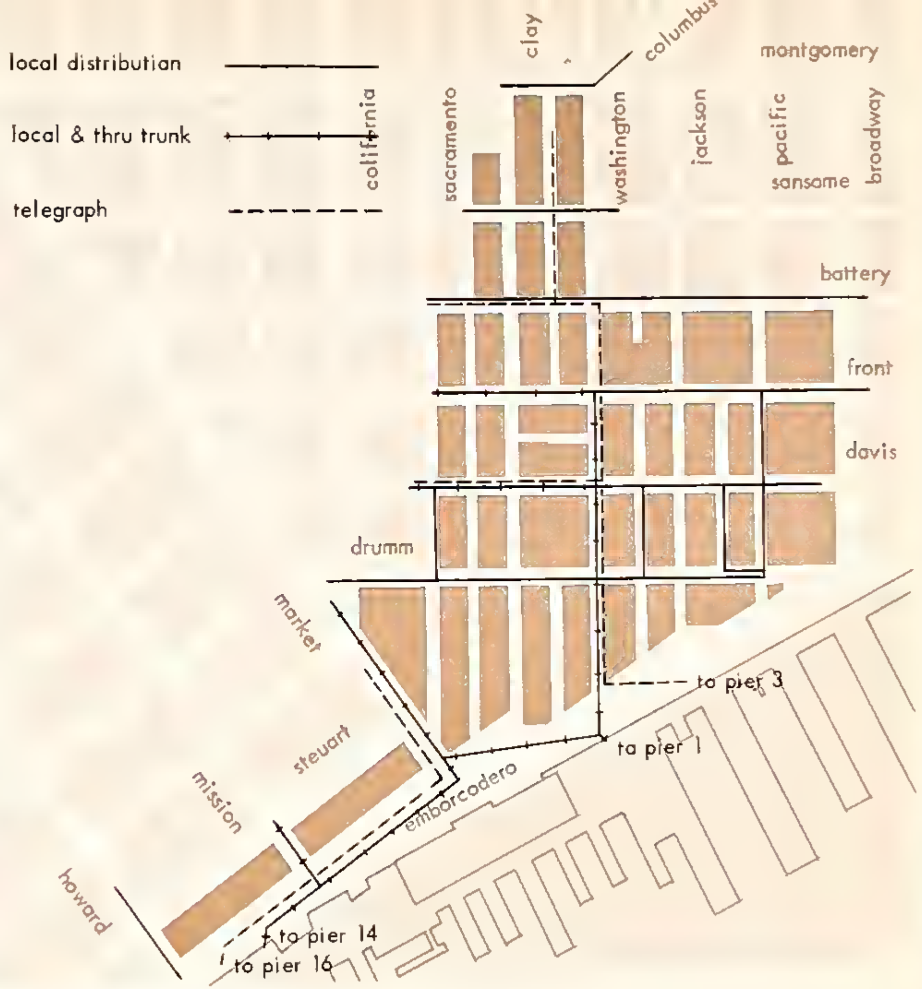
The area between the present seawall and the original shoreline shown on the map is filled ground. Variations ranging up to minus 1.5 feet between actual existing grade and official city grade are common throughout the downtown area due to subsidence of the land. Recorded rates of subsidence (inches per year) at various locations in the area are indicated by the figures on the map.



UNDERGROUND ELECTRIC SERVICE

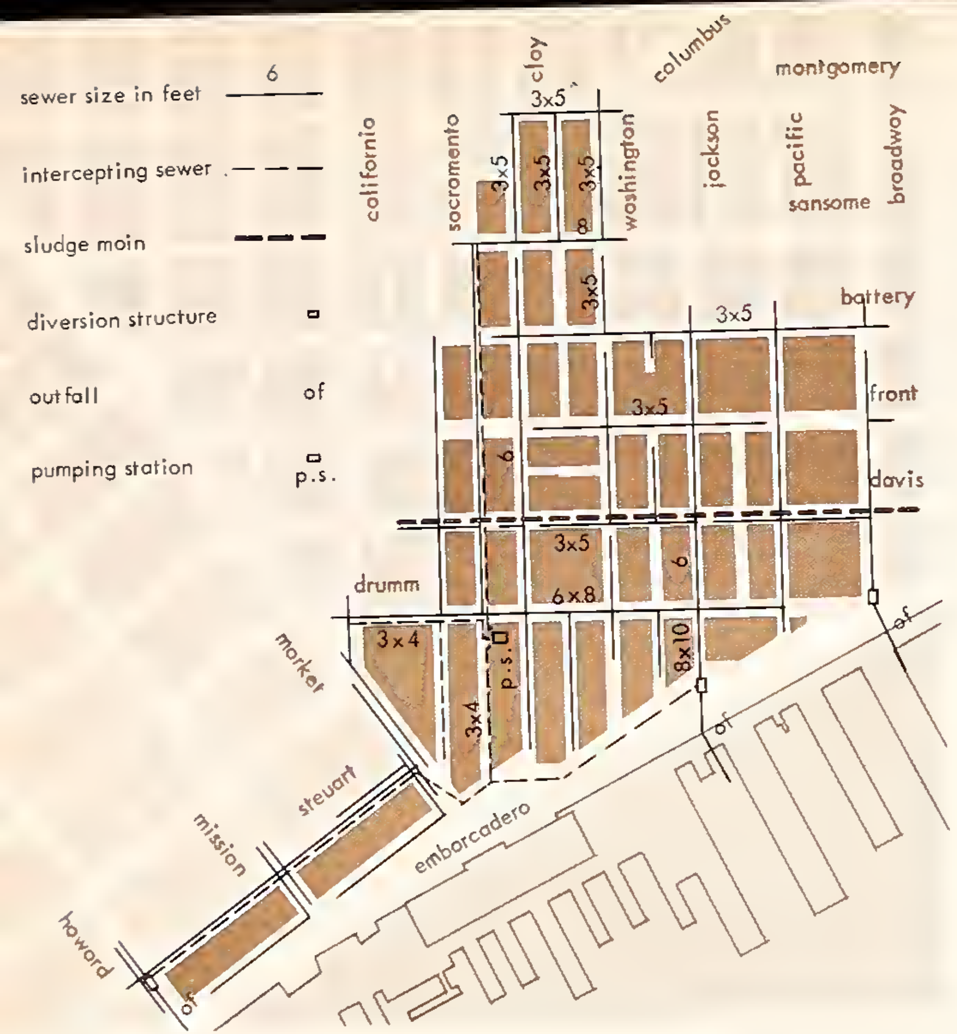
Underground electric ductwork contains combinations of principal and secondary lines. Principal lines carry 12 KV and 4 KV service, direct current and street railway feeders. Secondary lines are AC and DC mains, and street lighting mains.

The public utility company will provide additional capacity as required to serve new facilities. Where existing service installations must be abandoned or relocated the resulting expense must be included as a part of redevelopment construction costs.



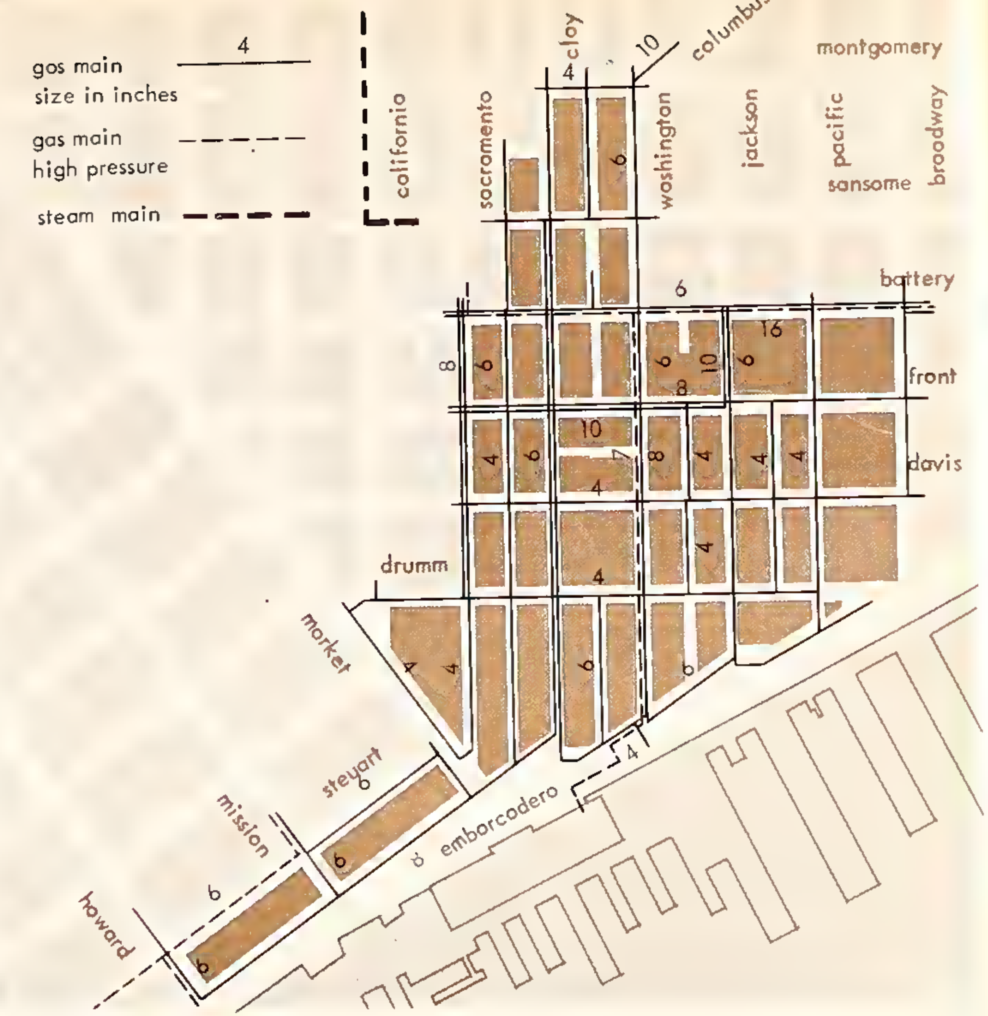
TELEPHONE & TELEGRAPH MAINS

Services to new facilities will be provided by the utility companies. Where existing service installations must be abandoned or relocated the resulting expense must be included as a part of redevelopment constructions costs.



WER MAINS

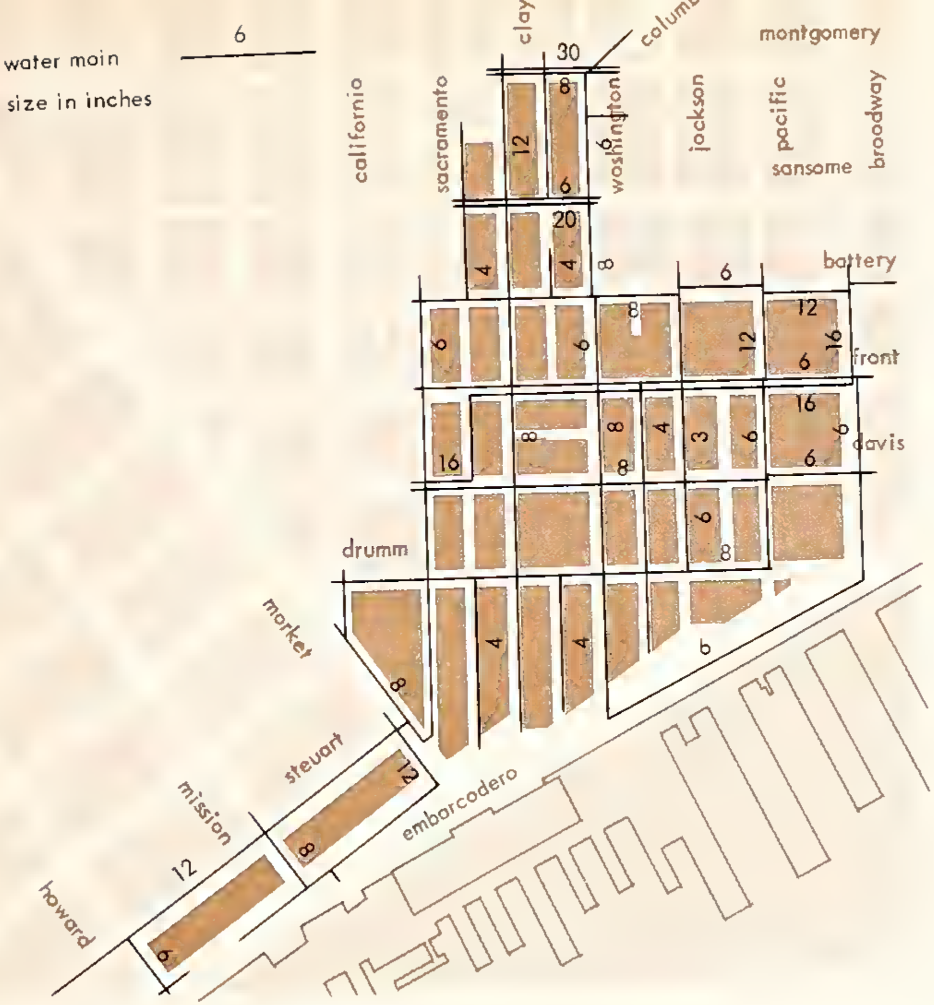
e existing system is adequate to serve redevelopment of Area 'E'. It is a combination stem carrying sewerage and storm drainage. Outfall lines carry storm drainage to the Bay; wage is pumped to the North Point Sewage Treatment plant approximately one-half mile orth of the area. Mains in Drumm, Commercial, Battery and Jackson are basic to the resent system. Some of the large lines are supported on piling; relocation of such lines will e costly. Lines not otherwise noted on the map are 2.5 feet or less in size.



GAS & STEAM MAINS

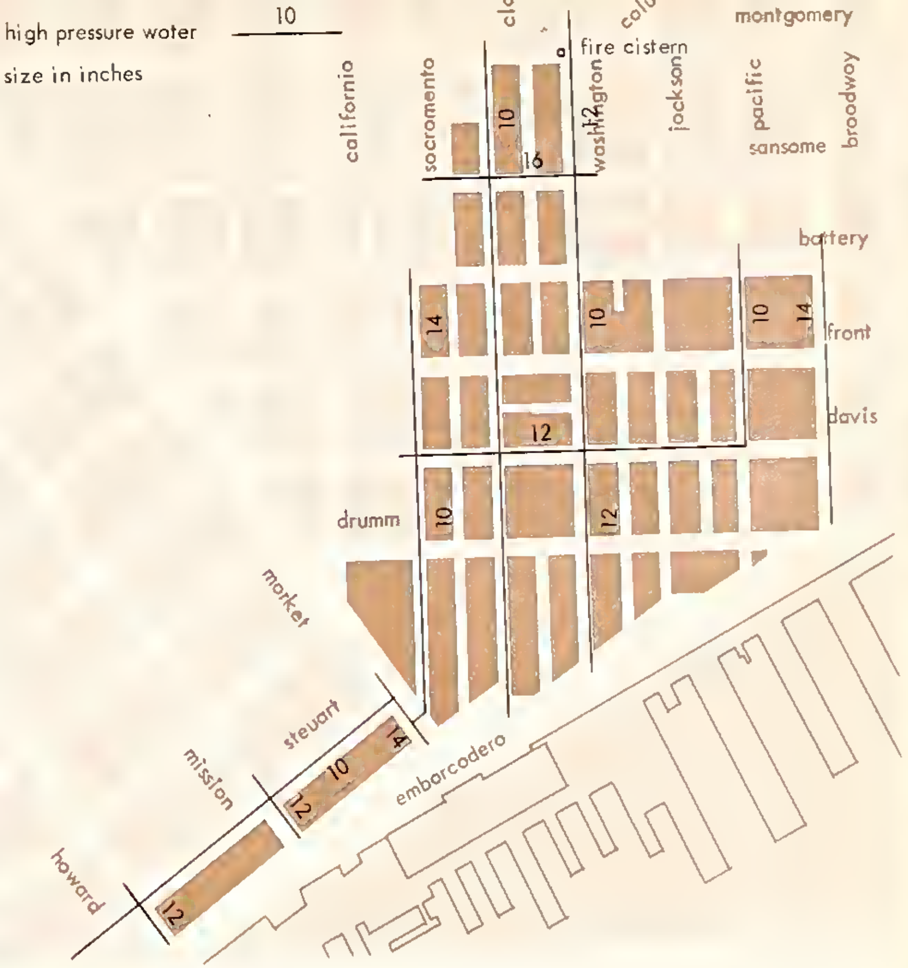
Gas: The capacity of the existing system is adequate to serve redevelopment and service to new facilities will be provided by the utility company. The costs of relocation of existing mains must be included in construction costs of redevelopment.

Steam: The nearest utility company steam generating plant is approximately 1 mile from the area. Service from this plant extends to the corner of Sansome and Halleck Streets outside of Redevelopment Area 'E'. Whether the utility company will extend the system to the redevelopment area and what the rates will be for steam service will depend upon the volume of steam required. It is possible that a central generating plant to serve the redevelopment area may be more economical.



WATER MAINS

The existing system is adequate to serve redevelopment. Lines up to 12 inches in size may be relocated without disrupting the over-all system. Mains larger than 12 inches also serve areas beyond the redevelopment area.



HIGH PRESSURE WATER MAINS

The grid of high pressure water mains is an integral part of the City fire protection system and is adequate to serve redevelopment. Modification or relocation of these lines will be very costly.

ACKNOWLEDGMENTS

San Francisco Chamber of Commerce, G. L. Fox, General Manager

Coordinating Committee for Redevelopment:
Randell Larson, Chairman
Randle P. Shields, Manager, Agricultural Department

H. J. Brunnier	Structural Engineer
John J. Gould	Gould and Degenkolb, Consulting Engineers
William W. Moore . .	Dames and Moore, Soil Mechanics Engineers
Dudley Deane	Dudley Deane and Associates, Consulting Engineers
Rex A. Daddisman . .	Barret Construction Company
John McCrea	Swinerton and Walberg Company
Robert Rothschild, Jr. .	Rothschild, Raffin and Weirick, General Contractors
Jackson Moffett . . .	Haas and Haynie, General Contractors
Lloyd D. Hanford, Sr. .	Property Management Company
David C. Sherwin . . .	Equitable Life Assurance Society of the United States
E. J. Launer	Vice President, Appraisal Dept., Bank of America
Elmer G. Johnson . . .	Executive Vice President, Building Owners and Managers Association

Victor Gruen & Associates	Architects
Isadore Thompson	Consulting Engineer
Robert Filley	Real Estate Research Corp.

Various Departments, Commissions and Agencies of the City and County of San Francisco:
- Assessor
- Department of Public Works, Bureau of Engineering
- Parking Authority
- Public Utilities Commission
  - Water Department
  - Municipal Railway
- Redevelopment Agency
- Real Estate Department

Housing and Home Finance Agency, Regional Administrator
- Federal Housing Authority
- Urban Renewal Administration

Pacific Gas and Electric Company
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